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**MONTANA  
STATE AND REGIONAL PLANS  
ON  
YOUTH ALCOHOL AND DRUG ABUSE**

**SUBMITTED BY THE  
YOUTH SUBSTANCE ABUSE TASK FORCE  
TO THE  
ALCOHOL AND DRUG DIVISION  
OF THE  
DEPARTMENT OF INSTITUTIONS  
JUNE 1, 1978**

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"I feel that if kids my age are dumb enough to drink and smoke, they should be kicked out of school and put on probation." (8th Grade)

"To whom it concerns -- when I drink it's because of family problems. If my dad didn't cause so many problems maybe I would be different. My dad is an alcoholic and that doesn't help any. My mom tries to do her best but it just doesn't work. If it was better maybe I would be different." (Freshman)

"To whom it concerns -- I feel that people should try and destroy most drugs. They should have bartenders and liquor store clerks check carefully each person who buys a bottle of liquor for an I.D. Most people get away with it!" (Sophomore)

"I think that drug and alcohol abuse is very scary especially to wives and children -- it can lead to a drastic end." (8th Grade)

"Smoke alot of cigarettes and use alot of drugs. High! High! High! Trip!" (Sophomore)

"I feel drugs are a dirty rotten thing. Anyone who has taken them are crazy. I feel that the high class guys and gals are the ones who are more freaked out with drinking and drugs than the unpopular ones. They are always talking about the night before. I feel that God was good enough to make me normal, so I should not mess up my life with the crap. I have enough problems already. I think we should have some education and study in the school on drugs, drinking and sex education." (Junior)

FY1978, the Alcohol and Drug Division of the Department of Institutions contracted with the Child and Youth Development Bureau of the Department of Social and Rehabilitation Services to offer the youth of Montana the chance to:

1. present their strategy for the prevention of abuse of drugs and alcohol in our society;
2. inquire into and identify the most effective forms of communicating drug and alcohol information for youth and young adults age 8-20;
3. identify opportunity settings through which preventive programs could most effectively be channelled;
4. obtain a better understanding and identification of the youth drug and alcohol abuse problem in Montana; and
5. develop a plan of action for addressing the problem of youth substance abuse through prevention, education, and intervention strategies.

The above was accomplished through the work of five youth committees representing each of the five Department of Institutions Regions. The work was coordinated and guided by Youth Development workers and the product of each committee included a written regional plan including recommendations for substance abuse prevention, education, and intervention.

The statewide committee, as of the completion of this document, includes:

Region I:

Alison Engessor, Chairperson  
Shawna Jerrel, Vice-chairperson  
Vicky Schaner, Secretary  
Valerie Hopfauf, Vice-secretary  
Ched Horton  
Jeff Speelman  
Marcia Kuehn  
Leslie Wilson  
John Trull, Youth Development Worker

Region II:

Barbara Ferris  
David Wicks  
Dennis Gunnarson  
Tom Allyn  
Steve Anderson  
Dana Ayers  
Teresa Granga  
Tim Berg  
Kristal Hanley  
Christie Hall  
Bea Lunde, Youth Development  
Worker  
Kathy Ostrander, Youth Development  
Worker

### Region III:

Mike Booth  
Pam Bredwick  
Melissa Carkulis  
Vern Carpenter  
Roger Gordon  
Debbie Hjellum  
Bill Jones  
Tanya Kruger  
Laura Lee  
Gordon Lindley  
David Montgomery  
Don Peterson  
Jeff Powers  
Joe Rose  
Bonnie Route  
Gayle Route  
Martha Schuyler  
Marge Switzer  
John Wilcox  
Pat Williamson  
Carrie Wiman  
Diane Zuck  
Peter Guthridge, Youth Development  
Worker

### Region IV:

Susan Hatfield  
Shawn Leary  
Ann Mullen  
Bernie Dillon  
Kevin Barry  
Colleen O'Donnell  
Carla Booth  
James Gow  
Randy Root  
Jim Rolando, Youth Development  
Worker  
Marvel Weggeman, Youth Development  
Worker

### Region V:

Mark Magone, Chairperson  
Willa Crue  
Jamee Krahn  
John Magee  
Paul Sorenson  
Brenda GeBauer  
Sharon Hensyel  
Sandy Sorrell  
Anna Gardner  
Cliff Tevebaugh  
Rosalie Buzzas, Youth Development  
Worker

### NEEDS ASSESSMENTS AND PROBLEM IDENTIFICATION:

The Child and Youth Development Bureau recently completed both a statewide Adult Opinion Survey and a Youth Needs Assessment. Analysis of the results of these revealed:

1. Adults perceive the greatest problem amongst youth today to be drug and alcohol use.
2. Youth do not perceive drug and alcohol use to be a significant problem, and
3. The most frequently mentioned problem related to alcohol and drugs was that kids said that they were being hassled by other kids to use or buy beer or alcohol; however, only 20.6% of those surveyed perceived this to be a problem.

These results shed some light on the confusion, varied perceptions and values, and the complex nature of the issue of substance use and abuse amongst Montana's population.

Each regional committee developed its own unique style of studying the problem and developing recommended solutions. Thus, the substance of the substance abuse plan lies in the regional plans. Of course, there were some common themes appearing in the recommendations coming out of each region. At the May 16 statewide meeting, the chairpersons of each committee met with Rosalie Buzzas and John Trull to combine regional recommendations into a group of statewide recommendations. The following represents a summary of that effort: (Please refer to the individual regional plans for detail.)

## RECOMMENDATIONS

This section addresses the collective recommendations of the five regional task forces for prevention, education, and intervention of substance abuse for youth. More detailed information on these recommendations can be found in the attached individual regional reports.

Chairpersons from each of the five regions met to compile the following list of recommendations. Goal statements were also developed by this group for the areas of prevention, education, and intervention as reflected in the regional reports.

Items which were reported by two or more regions are noted by use of asterisks.

General recommendations above and beyond the three areas of prevention, education, and intervention are noted at the end of this section of the report as well as a research recommendation.

## PREVENTION

Goal: To prevent use of drugs and alcohol from becoming abused.

Recommendations:

- \*- teach interpersonal/life skills to youth and adults.
- \*- educate communities through use of the media stressing non-use and symptoms of abuse and tolerance levels.
- \*- educate people to alternative highs.

Goal: To reduce the instance of substance abuse among youth by providing alternatives to drug and alcohol use.

Recommendations:

- \*- develop alternative programs for youth such as youth centers and activities.
- coordinate existing youth services.
- develop more opportunities for youth employment.

Goal: To increase public awareness and responsibility for dealing with the problem of substance abuse.

Recommendations:

- encourage individual community planning and development efforts in the area of youthful substance abuse programs.
- educate school personnel as to information and referral resources for substance abuse.
- \*- assure youth involvement at state and local levels in planning, implementation and operation of youth substance abuse programs.

## EDUCATION

Goal: To make more up-to-date information on substance abuse available to youth and people working with youth.



Recommendations:

- more and better materials should be made available through high schools.
- set up regional libraries of current films and literature dealing with substance abuse.

Goal: To involve youth in educational programs on substance abuse.

Recommendations:

- current education programs should be conducted in more of an open manner to encourage student participation and discussion.
- peer counseling programs should be used in teaching alternative highs.

\*Goal: To incorporate good substance abuse classes into school curriculums for grades k through 12.

Recommendations:

- \*- interpersonal skills should be taught as part of the curriculum
- people from outside the school system should be recruited to teach substance abuse courses.
- substance abuse education should be incorporated into driver's education courses.
- substance abuse courses should begin at the junior high level.

\*Goal: To educate school teachers, counselors, and principals about substance abuse among youth.

Goal: To promote community awareness of youthful substance abuse.

Recommendations:

- \*- educate community people including parents, law-enforcement personnel, parents, ministers, and agency personnel about substance abuse.
- \*- the news media should be used more in education about substance abuse.
- promote discussion of substance abuse among youth and adults in relation to goals, values, and responsibility.
- youth should be made aware of their legal rights when busted for substance abuse.

## INTERVENTION

Goal: To develop more intervention programs specifically designed for youth which are accessible to youth.

Recommendations:

- more intervention programs for youth are needed, especially in areas where none currently exist (i.e., Mineral and Ravalli Counties).
- crises intervention services should be available in all areas of the state.
- programs for first offenders should be developed by counties.
- \*- employers should be encouraged to establish intervention programs for employees needing such a service.
- existing programs should be up-graded and better advertised to attract youth.
- alcohol education should be mandatory for D.W.I. offenders.
- restitution should be used more for alcohol abuse offenders.
- \*- funds should be made available to communities to develop programs.

Goal: To encourage family participation in intervention programs for youths.

Recommendations:

- family treatment programs should be developed for substance abuse.
- courts should mandate family involvement in treatment of substance abuse.
- substance abusers and their families should be treated rather than punished.

Goal: To promote early identification and intervention of youth who are abusing drugs/alcohol.

Recommendations:

- intervention programs should emphasize identification of high risk youth in schools and treatment of these youth outside of the school.
- rehabilitation programs should be more involved in the area of intervention.
- school services should increase their capabilities to identify youth who are having problems.
- coordination among agencies (mental health, schools, courts, etc.) would assure early screening of youths who are potential substance abusers.
- schools should refer rather than treat.

Goal: To involve youth in intervention programs.

Recommendations:

- \*- peer counselors should be used in intervention programs.

Goal: To increase the potential for self-help for substance abusers.

Recommendations:

- \*- public education as to symptoms of abuse should be promoted.
- self-help groups including the abusers friends and families should be developed.

Goal: To develop alternatives to substance abuse for youth.

Recommendations:

- alternatives through such things as adventure, creative recreation, and other activities should be developed for potential substance abusers.

GENERAL

Goal: To provide a means for continued and active youth involvement in planning and implementation of substance abuse programs in Montana.

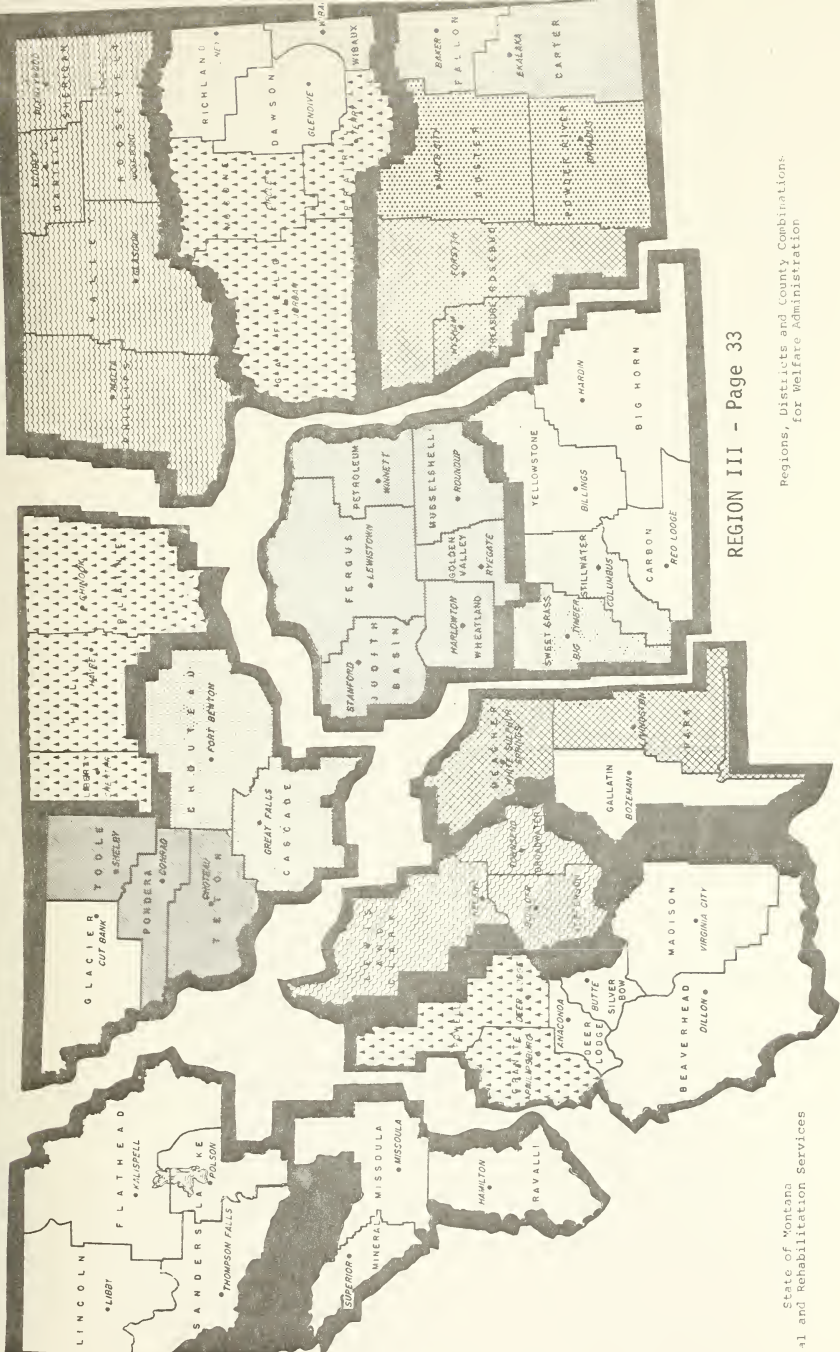
Recommendations:

- \*- regional and/or state youth task forces should be continued.
- Montana should endorse and support the position statements adopted at the 1978 National Substance Abuse Conference.
- \*- money should be made available for youth representatives to attend the next National Substance Abuse Conference.
- funding should be made available for five youth task force members to continue work through the summer on implementation of recommendations

Research:

- further research should be done on decriminalization of marijuana.





State of Montana  
and Rehabilitation Services

Regions, Districts and County Combinations  
for Welfare Administration



REGION I

YOUTH SUBSTANCE ABUSE COMMITTEE

REGIONAL PLAN





EASTERN MONTANA YOUTH SUBSTANCE ABUSE COMMITTEE

REPORT AND RECOMMENDATIONS

FOR

IMPROVED SUBSTANCE ABUSE PREVENTION, EDUCATION, AND INTERVENTION

Prepared April 28, 1978

By members: Allison Engessor, Chairperson  
Shawna Jerrel, Vice-Chairperson  
Vicky Schauer, Secretary  
Valerie Hopfauf, Vice-Secretary  
Ched Horton  
Jeff Speelman  
Marcia Kuehn  
Leslie Wilson

Coordinated by: John Trull, Youth Development  
Worker

INTRODUCTION:

The statewide meeting was held November 18 and regional meetings were held 12/28/77, 1/17/78, 3/21/78, and 4/19/78. Attendance was good considering the distance everyone had to come to get to meetings. Three members had 100% attendance, 2 had 75% attendance, 1 had 50% attendance, and 2 had 25% attendance. Minutes of each meeting were kept and sent to all Regional Committee members. Absenteeism was usually the result of lack of transportation. Each member participated enthusiastically in the group effort as well as in their individual communities coordinating surveys, identifying problems, and working on solutions. Our meetings were a combination of learning: (1) various surveying techniques, (2) resource inventorying, (3) medical aspects of alcohol and drug abuse, and (4) a variety of difference approaches to substance abuse education, prevention, and intervention. The recommendations made in this document are based on the knowledge and experiences of the above-named representatives.

The EMSAC is comprised of members representing rural isolated counties of varying sizes:

Hysham	Treasure County	pop. 1,300
Wibaux	Wibaux County	pop. 1,500
Terry	Prairie County	pop. 1,700
Baker	Fallon County	pop. 3,900
Ashland	Rosebud County	pop. 9,900
Northern Cheyenne Reservation		pop. 2,926
Broadus	Powder River County	pop. 2,500
Miles City	Custer County	pop. 13,000

Each member brought special talents, knowledge, and background experiences to the committee, which were shared openly and freely. Members were appointed on the basis of recommendations provided by school counselors, principals, or superintendents and in one case, by a group home administrator. Eastern Montana includes the seventeen counties of eastern Montana.

#### NEEDS ASSESSMENTS AND PROBLEM IDENTIFICATION:

The group reviewed a variety of approaches to conducting surveys as a means of problem identification. We considered open ended, closed, formal and informal, personal, and handout written types.

Informal adult surveys were conducted in two communities: Baker and Terry. Open-ended surveys of high school aged students were conducted as follows in:

Baker	107 High School Responses
Miles City	34 High School Responses
Ashland (Labre)	20 High School Responses
Terry	14 High School Responses

The method of surveying for high school student responses generally include placing a poster in study hall or in the library and leaving a shoe box with a slit in it for students to leave their anonymous responses. The posters included the following:

What are your feelings:

Is alcohol a problem in the school today?

Why do people abuse drugs and alcohol?

Are you more yourself when you are drunk or high?

Why is the most used verse, "Let's get drunk?"

Which is worse--pot or cigarettes?

Are you happy with your friends, brothers, sisters, or parents?

Who uses drugs and alcohol regularly?

"Alcohol in moderation extends your life."

"When I smoke marijuana, I don't get a hangover."

Why do you party on Saturday nights?

P.S. Don't sign your name; don't be afraid to write your true feelings; no one will see these except the Eastern Montana Youth Substance Abuse Committee.

Thanks, your opinions are appreciated.

Twelve formal written surveys were conducted at Pine Hills. The Miles City members conducted a more closed questionnaire on 45 eighth graders and 65 seventh graders. This included asking the following questions:

Seventh graders:

What are your feelings on smoking?

What are your feelings on drinking?

What are your feelings on drugs?

Is there a problem in the 7th grade?

Too much or not enough education?

Eighth graders:

How do you feel about drug and alcohol abuse?

Do you feel there is a problem of students your age using drugs or alcohol?

What do you think would be a solution to drug and alcohol abuse in Miles City?

Additionally, in the high school, were utilized some value clarification exercises as a survey technique with 23 social science sophomores, juniors, and seniors at Custer County High School. The survey responses, as well as the group's general perceptions of what's going on in the community, served as the group's primary basis for identifying problems and needs.

The stated definitions of the following words hold true for purposes of the Region I Plan. Since they are all used so frequently throughout the plan, it was essential to have a common understanding of their meanings.

1.    Substance Abuse:     Use of a chemical substance which results in an individual's physical, mental, emotional, or social impairment.
2.    Prevention:       Activities designed to reduce the potential of substance abuse or increased substance abuse amongst the general population.
3.    Education:       Activities designed to increase awareness and knowledge of substance abuse and its impact on individuals, families, the community, and society.
4.    Intervention:     The act of someone or some agency interceding in a substance abuser's life in an attempt to encourage the abuser to modify his behavior.

#### PROBLEM IDENTIFICATION

The problem identification was completed on the basis of conclusions drawn from surveys, as well as from general group observations of the individual communities. For purposes of clarity, they are broken down by categories which reflect whether the problem would point to a need for education, a need for prevention, a need for intervention, or if it would be a general statement which might apply to two or all of the categories.

#### GENERAL

1.    Presently, very little or nothing is being done in the area of substance abuse education or prevention in eastern Montana.
2.    There is no agreement on the question of when substance "use" becomes substance "abuse". What are the distinctive behaviors identifying an abuse?

3. Students feel that drug abuse is not a noticeable problem for a predominance of high school students in eastern Montana.
4. Students generally feel that drug use is more harmful than alcohol use.
5. The question of who is responsible in a community to deal with substance abuse prevention, education, and intervention needs further looking into. It appears that teachers feel that these are all a parental responsibility and vice versa.
6. There was a common theme amongst students: "There's nothing to do but go to the show, drink, then drive around until it's time to go home". It appears that a large number of high school aged students in eastern Montana are suffering from boredom and a lack of productive, meaningful involvements.

#### EDUCATION:

1. Generally, survey respondents had very different perceptions of alcohol and drug use and abuse and different ideas on how to respond to identified problems.
2. Abusive drinking and smoking pot seem to be fashionable among a lot of students.
3. It was felt that parents, adults in general, teachers, and kids are uneducated when it comes to various substance abuses and their impacts.
4. There are a lot of helping services available to kids but very little or no information or referral process to get the kids to services they might need.

#### PREVENTION:

1. Very little, if anything, is being done in the area of substance abuse prevention in eastern Montana.
2. Presently, police are the only intervening force in a community. There is no intervention until people are ready to ask for help.

The law as it stands in regard to alcohol abuse states: in 80-2723: That drinking, being a common drunkard, or being found in an intoxicated condition cannot be considered a criminal or civil offense, but this does not pertain to drunken driving or DWI offenses involving vehicle or machinery usage. In 80-2724: that a person intoxicated or incapacitated by alcohol in public,

although committing no criminal offense by being in such condition, may be detained by a police officer for his own protection (as in 80-2716) with his consent (1) in his home, (2) in an approved public treatment facility, (3) in an approved private treatment facility, or (4) other health facility by the police. The person who appears to be incapacitated by alcohol shall be taken into protective custody by the police and brought to an approved public treatment facility for emergency medical service customarily used for incapacitated persons. If neither of these services are available, the person may be detained until he is no longer creating a risk to himself or others.

#### RECOMMENDATIONS

##### GENERAL: The Eastern Montana Substance Abuse

Committee endorsed the 1978 National Task Force on Youth Position Statements and would consequently encourage state government to:

1. Establish a separate youth service policy which results in a comprehensive youth service system which will:
  - A. Distinguish the unique needs of youth from adult programming;
  - B. Initiate efforts to alter the current symptomatic funding and reporting system to a Holistic approach;
  - C. Increase non-categorical funding for a full range of prevention and treatment services.
2. State policy pertaining to youth substance abuse services must allow and encourage each individual community to develop its own youth services, and the governing boards of such community youth service organizations should be mandated to include a minimum of 25% youth representation in the planning, implementation, and operation of such services.

3. Recognizing that a good job is often the best possible prevention or treatment, we recommend that efforts be made to reduce the disproportionately higher percentage rate of unemployed people aged 16-19. See Attachment B: 1978 National Task Force on Youth Position Statements for further detail.

#### IMPLEMENTATIONS:

The national co-chairperson of the 1979 National Drug Abuse Conference Task Force on Youth, Allison Engessor, be hired to work this summer to develop and expand the existing network for the 1979 Youth Task Force of the NDAC and to work on implementing policies included herein at the local and state level; and that four youth, representing each of the four other regions, be hired on a full-time basis throughout the summer to assist with the implementation phase of all recommendations included in the statewide plan at the local and state level. The estimated budget for this would be \$8,500.

#### PREVENTION:

1. Much heavier emphasis should be placed on developing prevention programming that will:
  - A. Promote a family response to the problem of substance abuse.
  - B. Encourage individual communities to develop prevention programs.
  - C. Encourage high school counselors to get more background and information on services available for youth and provide increased information and referral services.
  - D. Encourage elementary schools to develop counseling programs designed to improve young kids' communication skills.



E. Increase youth interest in identifying social problems and in helping to develop solutions.

F. Encourage youth serving agencies to work together.

Suggested Implementation:

Make mini-grants available for schools, local community agencies, community mental health centers, etc., who are willing to come up with approaches to substance abuse prevention programming that will incorporate some or all of the above in their goal statements.

EDUCATION RECOMMENDATIONS:

In light of the fact that there is a critical need for high quality education in regard to substance use and abuse for parents, teachers, adults and youth, and that little or no substance education is presently being provided in eastern Montana, an education effort must be encouraged that will:

1. Help people consider questions about substance use and abuse in relation to their values, goals, and responsibilities.
2. Encourage the development of the type of education which will increase awareness within individual communities of the "substance abuser".
3. Encourage individual communities to take responsibility for developing local programs.

Suggested Implementation:

1. To make mini-grants available for schools, local community agencies, community mental health centers, etc., who are willing to develop their own approaches to substance abuse education.
2. To fund a pilot project for eastern Montana whereby 20 to 30 high school youth (preferably sophomores and juniors) would participate in a seven-day camping session that would include some youth effectiveness training and the act of youth survival for social life, love life, sex life, school life, work life, emotional life, creative life, spiritual life, style of life, and life.

INTERVENTION RECOMMENDATIONS:

1. It was felt that unless a person is willing to seek help, there is nobody there to help them. School counselors, adults, or parents are not always in tune to when a youth needs help. And, youth are not always able to



communicate effectively a need for help. Thus, it was felt that to develop peer group counselors, a corps of natural leaders trained in co-leading groups and peer counseling might be the most effective way of identifying kids early on--before they end up getting into trouble. (The Communications Center of the Elk Grove School District in Sacramento, California, is a good example.) See NDAC 1978 report.

2. An Alcohol Safety Education Program for driving offenders similar to the one the State of South Carolina provides should be explored.
3. A program should be developed to assist employers wishing to develop programs for employees who have been identified as substance abusers.
4. Local law enforcement agencies should be encouraged to develop a system to require youth to make amends for abusive drinking.

#### IMPLEMENTATION:

1. Mini-grants should be made available on a pilot basis to communities wishing to develop such a program in their community.
2. The feasibility of implementing the second, third, and fourth recommendations should be further explored.



"I've been smoking pot all my life. All it got me was better grades and it also get me richer selling it." (Junior)

"I love it." (Sophomore)

"I like brandy but think everying else is too strong." (7th Grade)

"I feel that there is to much alcohol and drugs in school. Most kids come to school now bombed out of their minds. Everyone is getting started on it. I think we should try to do something about it." (8th Grade)

"I am an alcoholic and I need help!!!"  
(Sophomore)

"I don't really think there is anything wrong with it. If a person wants to drink or take drugs I don't put them down for it. Just as long as they don't over do it. I think they are both great at certain times." (Senior)

"To me myself I think that drugs and alcohol are a definite problem not in just school with the kids but also with adults. It is a definite problem but no one can help anyone that does not want help. So until they want help you have just got to keep on trying." (Junior)

"I think people will use them whether you make more laws or not. So what is the use in trying to find a solution." (8th Grade)

REGION II  
YOUTH TASK FORCE  
PLAN OF RECOMMENDATIONS



REGION II PLAN OF RECOMMENDATIONS TO ADDRESS  
SUBSTANCE ABUSE WITH EMPHASIS ON IMPACTING YOUTH

INTRODUCTION

The Region II Youth Substance Abuse Task Force was appointed in response to a statewide adult survey and local planning boards indicating substance abuse among youth was a significant problem.

The intentions of the Alcohol and Drug Division of the Department of Institutions and the Child and Youth Development Bureau of the Department of Social and Rehabilitation Services were:

- To offer the youth of Montana the chance to present their strategy for the prevention of abuse of drugs and alcohol in our society. Through youth participation, we hope to further refine the art of social goal setting and, by so doing, encourage those working in this and other areas of social problems to attempt similar ventures.
- To address the area of communications research through inquiring into the persuasive line of communication to youth and young adults age 8-20 and identify those methods which can be used successfully. Answers will assist the Alcohol and Drug Division in the subsequent development of more effective information and education strategies.
- To identify "opportunity settings" through which prevention programs can be channeled with primary emphasis upon the family, school and peer group, and, secondarily upon church, media, civic groups, recreation and the juvenile justice system.
- To obtain a better understanding and identification of the youth drug and alcohol abuse problem in Montana, and
- To develop a plan of action for addressing the youth substance abuse through prevention, education, and intervention strategies. The plan of action will be a working document for executive offices in state government, including the Departments of Institutions, Social and Rehabilitation Services, Board of Crime Control, and others.

Region II is comprised of Cascade, Chouteau, Teton, Pondera, Blaine, Hill, Liberty, Toole, and Glacier Counties. Also included in Region II are the Blackfeet, Fort Belknap, and Rocky

Boy Reservations. Region II is composed of a population of 144,070 (1970 census). The following cities in Region II constitute the county seats: Great Falls, Fort Benton, Choteau, Conrad, Chinook, Havre, Chester, Shelby, and Cut Bank.

Major recreational interests include competitive sports, hunting, fishing, skiing, rodeoing, and other outdoor recreations. Region II touts two four-year colleges and an air force base. The economic base is primarily agriculture, oil and gas industry, and tourism. Burlington Northern Railroad plays an important economic role on the hi-line as does Malmstrom Air Force Base in Great Falls. There are two alcoholism treatment centers in Region II, Hilltop Recovery Center, Havre, and Providence Alcoholism Center, Great Falls. Both centers provide outreach services. Most communities in the region are also serviced by mental health outreach facilities.

#### NEEDS ASSESSMENT AND/OR PROBLEM IDENTIFICATION

Since the process by which the task force determined needs and/or identified problem areas was essentially one and the same process for all aspects of substance abuse, only one statement will be developed.

##### Needs Assessment:

By and large, the task force placed a significant emphasis on their own perceptions of the problems and saw this role as appropriate and in accordance with their function. A concensus was agreed upon early in the process to pay far more attention to alcohol abuse and far less attention to other drug abuses as it was generally felt that alcohol was significantly abused more often and by greater numbers of people. This theory is also supported by national, state and



local data and statistics. The task force assigned tasks to identify problem areas and resources at their January meeting. Written reports were submitted on these tasks. A local survey was conducted by the Glacier County Alcohol Abuse Advisory Board. Guidelines were developed. Orientation to the problem was delivered. Literature searches were conducted. The Youth Development Bureau and the Montana Crime Control Board jointly sponsored a statewide youth need survey to identify frequency and seriousness of the problem. The same survey was conducted in the Great Falls School System and the Browning School System, however, results are not yet available. The Waite family was invited as guest speaks to the March Region II Task Force meeting and shared experiences and opinions concerning alcohol abuse and abuse of marijuana. The task force visited Providence Alcoholism Center in Great Falls. Barb Ferris and Danna Ayers attended the 1978 National Drug Abuse Conference in Seattle, Washington. Kristal Hawley reviewed the teacher's guide for alcohol education "Here's Looking at You" and responded very favorably to the proposed curriculum content. Dennis Gunnarson and David Wicks attended an open AA meeting and Danna Ayers attended an Alanon and Alateen meeting and reports were submitted.

#### Problem Identification:

To date, youth have not been significantly involved in planning or implementation of alcohol and drug abuse programs designed to target youth and families. It follows then that many efforts to impact youth abuses of alcohol and drugs fall short of their goals, whether this effort is designed as an education, prevention, or intervention tool.

In Region II, various issues were identified as overall concerns of service providers, policy makers and consumers, and are the effect of substance abuses. These prevalent issues were:

- Alcohol abuse is a far greater problem than any other drug abuses
- All drug abuses are increasing
- Adults endorse and sanction youth use of alcohol as a preventive measure to reduce and/or restrict use and/or abuse of other drugs, especially marijuana
- Youth are often the victims of alcohol and other drug abuses (i.e., child neglect and abuse, incest, fetal alcohol syndrome, emotional, mental, and/or physical abandonment and/or banishment) and cannot or do not know how to effectively cope with the dilemma
- Detox facilities for youth substance abusers are neither appropriate nor accessible to and/or for youth
- Informative and factual information concerning marijuana usage and/or abuse is not available for youth and their parents
- Adults are ill-informed about all drugs, particularly alcohol and marijuana use and/or abuse
- Educators perceive 18 year old drinking age to culminate problems for youth as it relates to their educational functioning (i.e., dismissal from school because of drinking)
- Parents, not youth, ultimately become the responsible person dealing with illegal possession of alcohol or other drugs (i.e., traditionally fines are imposed as punishment and parents pay the fines).
- General public has some awareness of self-help groups, such as Alcoholics Anonymous, Alanon and Alateen, but do not participate in these resources as they are perceived as a social stigma

The Region II Youth Task Force reviewed the paper concerning A Developmental Approach to Drug Abuse by the H. Stephen Glenn, Director, National Drug Abuse Center, Washington, D.C. The task force wishes to acknowledge that immediate effects borne out of substance abuse must be dealt with, but also wishes to direct attention to the "dependent behavior of the individual and on his interaction with his environment". H. Stephen Glenn professes that "high

risk" individuals, that is, individuals susceptible to drug dependence, show significant inadequacies in one, several of all of the following areas of developmental characteristics:

1. Identification with Viable Role Models. This refers to a person's reference group and self-concept. The vulnerable person does not see himself as like (or the same as) people whose attitudes, values and behaviors allow them to "survive" in their total environment.
2. Identification with and Responsibility for "Family" Processes. When poorly developed, a person does not identify strongly with things greater than himself (e.g., relationships with another person, in groups, mankind, God, etc.). He does not see that what he does affects others. This refers to shared investment in outcomes, shared responsibility for achieving outcomes, and accountability to others for behavior.
3. Faith in "Miracle" Solutions to Problems. This refers to the skills and attitude necessary to work through problems and believe that they can be solved through application of personal resources. When poorly developed, a person believes that problems have been escaped when he can't feel them (drugs, alcohol, etc.) anymore. He does not believe that there is anything he can do about the present or future, things just happen to him.
4. Intra-Personal Skills. This refers to the skills of self-discipline, self-control, self-assessment, etc. Weaknesses in these areas express themselves as: inability to cope with personal stresses and tensions; dishonesty with self, denial of self, inability to defer gratification, etc.
5. Inter-Personal Skills. This refers to ability to communicate, cooperate, negotiate, empathize, listen, share, etc. Weaknesses in these areas express themselves as dishonesty with others, lack of empathic awareness, resistance to feedback, inability to share feelings, give or receive love or help, etc.
6. Systemic Skills. This refers to the ability to respond to the limits inherent in a situation (responsibility); the ability to adapt behavior to a situation in order to get one's needs met (adaptability) constructively, etc. Weaknesses in these areas express themselves as irresponsibility, refusal to accept consequences of behavior, scapegoating, etc.
7. Judgemental Skills. Refers to the ability to recognize, understand and apply relationships. Weaknesses in this area express themselves as crises in sexual, natural consumer and drug environments, repetitious self-destructive behaviors. etc.

The Task Force suggests that efforts directed at impacting individuals through education, prevention, and intervention should address these seven areas. In other words, program content should maintain situations and efforts to strengthen and develop inter-personal skills, intra-personal skills, systems skills, judgemental skills, problem solving abilities, identification with and responsibility for "family" processes and viable role models.

### PREVENTION

#### Recommendation: (First Priority)

A state "Youth Advisory Council" should be appointed to review audio and visual materials designed to impact youth substance abuse, and to make recommendations concerning planning, programming and/or appropriations for education, prevention and intervention efforts in all youth and family related areas of alcohol and drug abuse. Regional "Youth Advisory Councils" should be appointed to insure local input into planning and programming and aid in coordination of delivery of service to youth and families.

Rationale: Most of the visual and audio materials presently available turn youth off and are judgemental and moralistic in content. Also, "Youth Advisory Councils" sanctioned with "policy making" responsibility would provide for youth input and should allow for appropriate targeting of problem areas, on both a state and local level.

Implementation: The Alcohol and Drug Division of the State of Montana should assume responsibility for selecting not less than fifteen (15) individuals for appointment to a state "Youth Advisory Council". Each region should have three (3) representatives on the council, two (2) of whom are under the age of 18, the other representative should be a parent. The regional "Youth Advisory Councils" should be comprised of at least ten (10) individuals, six (6)

of whom should be under the age of 18, the other four (4) should be parents. At least one (1) person on each regional "Youth Advisory Council" should be appointed to the state "Youth Advisory Council". These "Youth Advisory Councils" should meet a minimum of one and one-half days quarterly for the function of review, planning, and endorsement of programs. It would then be the responsibility of these councils and the Alcohol and Drug Division to share these recommendations with other youth service agencies, such as O.P.I., M.B.C.C., S.R.S., and mental health on both a state and local level.

Recommendation: (eighth priority)

The Alcohol and Drug Division and all other appropriate agencies of state government should formally endorse and support the 1978 National Task Force on youth position statements.

Rationale: Alison Engessor, Baker, Montana, was elected a National Co-chairperson of the National Drug Abuse Conference Task Force on Youth for FY 1979 and these position statements were the direct product of youth involvement and more particularly Montana youth involvement in the national Y.T.F. convention. It seems logical to support suggestions to target youth populations that are supported and developed by youth.

Implementation: Letters of support from state agencies for the "position statements" should be directed to: Alison Engessor, National Drug Abuse Conference Task Force on Youth, Baker, Montana 59313.

As National Co-chairperson, she will be in a position to see that they are appropriately processed.

Recommendation: (tenth priority)

A longer term study should be endorsed by the Alcohol and Drug Division to determine the feasibility of either/or legalization or decriminalization of marijuana and the study may need to be funded by state legislature.

Rationale: Legalization would provide control of marijuana and perhaps insure against contamination. Decriminalization could result in apprehension of marijuana offenders being processed as misdemeanors rather than criminal offenders. Since information concerning marijuana usage is often confusing and conflicting with little factual information actually available to either the youth or adult populations, a concentrated study of the problem seems in order. With so little information available and with so little consensus on processing the offender, the issue becomes a local judgemental decision with offenders at the mercy of local courts and law enforcement agencies and no real expectation of outcomes. These decisions appear to have no basic logical rationale to support them, and that could be due in part to the lack of credible information.

Implementation: All legislators need to have a copy of the task force recommendations and need to be encouraged to support a longer term study of the problem.

EDUCATION

Recommendation: (second priority)

Coaches, band instructors, counselors, speech and drama instructors should be targeted with substance abuse education.

Rationale: Because of the nature of these professional's relationship with youth, these people possess the potential to readily establish close rapport with youth. These people are generally trusted and respected by youth. It



follows then, that these people could significantly impact youth, if they fully understood and appreciated the impact they could have on youth and their attitudes toward substance use and/or abuse.

Implementation: The MEA convention, regional workshops conducted by O.P.I., athletic association meetings, etc., could be an ideal setting for youth involvement in substance abuse education of these target populations. Persons, such as O.P.I. personnel, MEA President, Athletic Association President, who have responsibility for developing the agendas for these various functions, should initiate an invitation to "Youth Advisory Councils" to help develop a program on substance abuse and get that program on the agenda.

Recommendation: (fifth priority)

Driver education programs on alcohol and drug abuse should be revised to be more meaningful and meet the needs of youth and society.

Rationale: "Blood and Guts" approach is not accomplishing the goal of preventing drinking and driving. An entirely new approach should be developed emphasizing driver responsibility.

Implementation: O.P.I. should mandate all driver education materials directed toward alcohol and drug education be updated and the state "Youth Advisory Council" should be involved in updating the program.

Recommendation: (sixth priority)

The news media needs to be made more aware of the dynamic role they can provide in education of the public concerning alcohol and drug abuse.

Rationale: Unbiased and straightforward presentation of facts surrounding alcohol and drug abuse lends credibility to the problem as it is nonjudgemental and nonmoralistic in content. The ABC documentary in the Fall '77 was excellent coverage and this type of presentation should be commended and encouraged.

Implementation: Formally invite Morley Safer, Mike Wallace, and Dan Rather from "60 Minutes" to Montana to do a program on the alcohol and drug problem and the accomplishments of our task forces involving youth extensively in the program. The Alcohol and Drug Division should share the task force recommendations with Messrs. Safer, Wallace, and Rather and invite them to Montana.

Recommendation: (seventh priority)

Substance abuse education efforts should be directed to and through parents, education personnel, agency people, and pastors.

Rationale: Adults are either undereducated and/or misinformed concerning substance abuse. Adults have a responsibility to provide a modeling role to youth demonstrating appropriate and responsible use of drugs and alcohol. Because by and large adults do not understand or are confused by abuse, this modeling and guidance is not provided in a logical, constructive manner.

Implementation: Community "Youth Advisory Councils" should be sanctioned and supported by local policy makers to boards to provide guidance, incentive, and encouragement to parents, educators, service providers, and pastors to become educated about substance use and abuse. At least one member of each local "Youth Advisory Council" should be appointed to the state "Youth Advisory Council" and that member should be assigned responsibility to ensure only sanctioned materials are utilized in this educational process in his/her region. These educational sessions should be conducted by adults and the State Alcohol and Drug Division has the responsibility to provide opportune settings in each community through which education can be channeled to parents, educators, law enforcement personnel, social workers, probation personnel, judges, clergy, etc. Youth could assist in this effort.



Recommendation: (ninth priority)

Scholarships granted to youth to attend the National Drug Abuse Conference should be sufficient to cover actual expenses, and applicants should be encouraged to apply up to one month prior to the conference.

Rationale: In FY '78, \$40,000 was available for scholarships to attend the National Drug Abuse Conference in Seattle. Six youth applied but were unable to attend because of insufficient funds. When the Montana State Coordinator of the Youth Task Forces, Bea Lunda, contacted the scholarship chairman, she was informed that scholarships could no longer be applied for. That was early in March, 1978. It seems to be difficult for youth to apply for scholarships four (4) months in advance of the actual conference. It also seems to be difficult for youth to utilize scholarships that only grant \$200 when actual expenses could be as much as \$600, depending on location of the conference.

Implementation: The State Alcohol and Drug Division and other appropriate youth services agencies such as O.P.I., M.B.C.C., S.R.S., C.Y.D.B., Mental Health, Education Sustum, Etc., should formally recommend that scholarships cover actual costs, that youth be given first priority, and applications be received up to one month prior to the conference.

INTERVENTION

Recommendation: (third priority)

First offenders alcohol and drug awareness schools should be developed and implemented in all counties.

Rationale: This type of program places responsibility for one's behavior back on the offender. It would provide an opportunity for individuals to constructively deal with their behavior and would demand some effort on the

part of the offender. It would be likely perceived as more than just a mere "slap on the hand".

Implementation: The program content should be developed by court and probation personnel as they would be the most visible referring source.

- Program content should be reviewed and endorsed by both state and regional "Youth Advisory Councils"
- All youth serving agencies should be held responsible for awareness and understanding of the first offenders drug and alcohol school.
- All audio and visual materials utilized in program content should be sanctioned by the state "Youth Advisory Council"

Recommendation: (fourth priority)

Social service agencies need to be made more fully aware of the ramifications of alcohol abuse and its effect on youth and families. Also, employers have a responsibility to society to treat alcohol abuse as an illness.

Rationale: Youth and families are often the victims of alcohol abuse (neglect and abuse, banishment from family, abandonment by family, fetal alcohol syndrome birth defects, loss of employment by parent). Employers and the private sector need to deal with alcohol abuse as an illness. Punitive measures (termination of employment, separation of parent and child) only result in further destruction of the family and child and their wellbeing and often perpetuate additional social problems.

Implementation: Recommendations produced as a product of the youth task force process should be made public and management in the private employment sector should be targeted for their capacity to constructively process alcohol abusers. Their efforts should be supported by government agencies involved with dealing with family or youth crisis (S.R.S., mental health, court

systems, probation, education systems). These same agencies dealing with youth and families should develop programs to aid victims of alcohol and drug abuse with the intent of the family remaining intact.

"I think drugs ought to be abandoned and users and givers jailed for life -- it is not a problem here." (Freshman)

"The kids around here like to drink alcohol and other things -- such as Lysol and skin bracer." (Junior)

"Drugs and alcohol are really bad for you and your body. Drugs and alcohol are a cop-out. All you are doing is getting a chance to leave your problems and your life for the time you are high and drunk. If you get a chance before the stuff kills you off, you should see a psychiatrist, because you have some pretty awful problems to let drugs and alcohol take over your life." (7th Grade)

REGION III

YOUTH SUBSTANCE ABUSE

PLAN



## INTRODUCTION

Planning for the Region III Youth Substance Abuse Task Force (YSATF) began in November 1977. The initiative for this region's YSATF, as well as for the other task forces from around the state, began to develop out of a series of discussions between the Child and Youth Development Bureau, Department of Social and Rehabilitation Services, and the Alcohol and Drug Division, Department of Institutions in late summer 1977. On October 14, 1977, an agreement was signed between these two units of state government to..... develop a plan of action through prevention, education and intervention strategies for addressing the problems of youth substance abuse. A work plan was developed as part of the agreement and specified the following "intents" as related to the Regional Youth Substance Abuse Task Forces:

- To offer the youth of Montana the chance to present their strategy for the prevention of abuse of drugs and alcohol in our society. Through youth participation we hope to further refine the art of social goal setting and, by so doing, encourage those working in this and other areas of social problems to attempt similar ventures.
- To address the area of communication research through inquiring into the persuasive line of communication to youth and young adults age 8-20 and identify those methods which can be used successfully.
- To identify opportunity settings through which prevention programs can be channeled with primary emphasis upon the family, school and peer groups and, secondarily, upon church, media, civic groups, recreation and the juvenile justice system.

The implementation of these "intents" at the local level was the responsibility of the Youth Development Worker. The Billings based worker began the organizational work to form a Youth Substance Abuse Task Force by discussing the plan goals with the following groups of people:

1. School District #2 administrators, principals and teachers. Several rural schools' teachers and students were also contacted.
2. Substance abuse treatment programs personnel--Rimrock Guidance Foundation and the Regional Mental Health Center.
3. Other individuals within the community (and region) who have a reputation for concern for youth and the youth substance abuse problem.

From these sources a list of possible youth members for the Task Force was determined. Several adults, who have acted as Task Force resource persons, were also recruited. The youth were interviewed, the planning task explained and a commitment for their involvement was secured. The first YSATF meeting was held on December 14, 1977. Developed from these early meetings was a plan time-line to help chart the course for the plan activities. The YSATF has met seven times from January to June. The results, the discussions, the interviews, the surveys and the recommendations formulated in those meetings are the basis of this regional substance abuse plan.

#### GENERAL RECOMMENDATIONS

The problem of substance abuse and use among youth is a complicated issue. It is complex for at least the following two reasons. The first factor might be called the communities ambivalence toward substance use in general. The second factor can be described as the symptomatic nature of substance abuse--particularly as it relates to youth. These factors have been recognized by this regions Task Force but by no means resolved.



One of the major findings of the Task Force is the recognition of the scope of the problem. Youth substance abuse has been defined by the Task Force as.....when the use of a substance causes an increasingly serious problem for the user in one or more of the following life areas; school, law, health, social life, family, finances or job and the use of the substance is continued..... The Task Force findings from its survey revealed that almost half (forty-six percent of the sample) were found to be significantly involved in the use of substances. The problem is of epidemic proportions among youth and as well among adult members of the community. Adults, as revealed from a statewide adult opinion survey, and youth as shown from the local survey, all believe drug and alcohol use by young persons as the most important youth problems.

A second finding of the Task Force is that there are no organized substance abuse prevention activities underway at present in the community. The Task Force believes the community must become concerned and aware of the problem--that it must no longer tolerate the current high level of ambivalence and in-action regarding the paramount issue of youth substance abuse.

A third finding of the Task Force is the recognition that youth substance use is symptomatic--that it springs from a variety of more basic youth problems or youth developmental needs. The Task Force believes many of the episodes of youth substance abuse would be eliminated or alleviated if the community could foster and instill the necessary skills for living among youth and, in

particular, more fully address the life concerns of adolescents. Many of the Task Force recommendations mentioned later in this report are concerned with basic developmental needs of youth. These recommendations may have as much to do with youth substance abuse prevention as with other youth problems, such as delinquency, family disruptions and schooling problems.

The Task Force endorses the 1978 National Task Force on Youth Position Statements. The Task Force recommends that:

1. Governmental agencies be mandated to establish a separate youth service policy which results in a comprehensive youth service system and which:
  - a. distinguishes the unique needs of youth from adult programing;
  - b. initiates efforts to alter the current symptomatic funding and reporting system to a holistic approach; and
  - c. increases non-categorical funding for a full range of prevention and treatment services.
2. Youth participation must be insured so that:
  - a. federal policy pertaining to youth substance abuse services allows and encourages each community to develop its own youth services; and
  - b. the governing boards of such community youth service organizations be mandated to include a minimum of twenty-five percent youth representation in the planning, implementation, and operation of such services.
3. The problem of youth unemployment needs to be addressed in that:
  - a. youth services should emphasize "real world" educational and vocational problems and should include prevocational, vocational training, remedial education, job development and job placement;
  - b. every youth serving program should provide such services or have access to such existing services; and
  - c. recognizing that a good job is often the best possible prevention or treatment, sufficient monies should be provided to meet these ends.

Finally, a basic recommendation of the Task Force is centered on recommendations for implementation. The Task Force is concerned that the plan will be "dropped" and that continued study of the problem and implementation of the recommendations will not continue over the summer months and into next year. For the summer months the Task Force proposes that key youth members from around the state continue to work on the matter both at a state and local level. The purpose of this activity during the summer months would be:

--To provide leadership and an ongoing community organizational/social planning effort on substance abuse prevention activities so that:

- an active interest and youth involvement in substance abuse prevention is maintained;
- new members and new leaders are recruited for the regional YSATF; and
- opportunities and strategies for substance abuse prevention within local communities can be better defined, maintained and developed.

A second recommendation concerning implementation is the eventual development of an organized substance abuse prevention effort at either the regional or community level. The Task Force recognizes that the many needed changes will be slow in developing and that local groups charged with the ongoing task of prevention activities will be necessary. Finally, some consideration has to be given to the idea of eventually merging the local planning Task Force with additional elements to create a viable substance abuse prevention committee. The continued involvement of the State's resources in program development deserves careful consideration.

## NEEDS ASSESSMENT

One of the first tasks of the YSATF was the development of a plan timeline.

In general the process was divided into three phases:

- Education and information.
- Needs assessment.
- Plan development and review.

The first two phases involved:

- Discussion and sharing of information and tentative definitions of the "problem."
- Several group speakers and discussion with them concerning problem definitions and possible causes of action.
- Reading and further discussion on substances, substance use, substance abuse and treatment/rehabilitation programs.
- A series of face to face interviews with selected persons in the community concerning substance use and possible recommendations. (this was carried out largely by the Task Force Anecdotal Research Committee.)
- A substance abuse survey. The survey was administered to:
  - One-half (256 persons) of the graduating class at Billings Senior High School.
  - 92 percent of seniors at Central High School.
  - Fifty seniors at West High School.
  - A small number of students at Joliet High School.
  - The administration and analysis of the survey was conducted by the Task Force's Youth Survey Committee. Billings Senior High School provided the Task Force with technical assistance in designing the survey and use of their computers.
- Finally, much information was provided to the Task Force via the National Conference on Drug Abuse held in Seattle, Washington, in May 1978. The Task Force Chairman attended the conference.

Probably the most definitive method used by the Task Force, related to needs assessment and problem identification, came out of the survey--particularly the one administered at Billings Senior High School. As in any planning process, there was some overlap and duplication in regards to the three phases of activity. For example, the information secured from the National Conference may have been more fully utilized if introduced earlier in the process. Nevertheless, the Task Force remained flexible and, in this instance, appropriately incorporated the new information of substance abuse and prevention activities into their recommendations.

#### TASK FORCE RECOMMENDATIONS

This regions Task Force recommendations are divided into two parts. The first deals with substance abuse prevention/education recommendations and implementation ideas, while the second deals with substance abuse intervention recommendations and implementation ideas.

## PREVENTION/EDUCATION RECOMMENDATIONS

1. This area needs a prevention effort--there is very little going on in terms of substance abuse prevention in this region.
2. Parent Effectiveness Training (PET) appears not to be widely used in this community. YET and TET (Youth Effectiveness Training and Teacher Effectiveness Training) may be needed.
3. Even though little is being done on prevention, there seems to be a number of opportunities for it to happen within this region.
4. In particular, what seems needed is an organized substance abuse prevention program for the region.
5. There is no media program on substance abuse prevention. Short messages--like the danger signs of cancer--through the media may have some payoff's.
6. Tax dollars on the sale of alcohol beverages should be earmarked for substance abuse prevention/education programs. This type of social policy may lessen the conflict of interest that the state has now with controlling the sales of alcohol beverages.
7. The Task Force supports and endorses the development of an alternative youth recreation and social gathering place such as the Stewart Barn Youth

Center. It is believed these centers could provide an alternative social/recreation place for youth and young adults as compared to many of the youth oriented bars in town.

8. The community needs a strong public education program for substance abuse prevention. The primary emphasis of such public education programs should be upon:

- a. development of coping skills
- b. development of relationship skills
- c. development of decision-making skills

9. A related education program at the community level should be focused upon parents. The goals of these types of programs could be:

- a. supplying parents with factual drug and drug abuse information, and
- b. providing parents with appropriate relationship and communication skills to effectively transmit the information and attitudes to their children.

10. Support groups and self-help groups often sponsored by substance abuse rehabilitation programs can play an important role in substance abuse prevention particularly if focused upon the abusers family members and friends.

## PREVENTION/EDUCATION IMPLEMENTATION IDEAS

1. Alternative Social and Recreational Setting--One role of the Substance Abuse Task Force would be to meet with groups who are concerned with--or who operate a facility which could become--a good alternative youth gathering place. In conjunction, another role of the Task Force could be to sensitize particular community groups, i.e., the Y's and the Chamber of Commerce, to the development of such youth gathering places in relationship to youth substance abuse prevention programming.
2. Formal educational program concerned with substance abuse would need formal signoff from school administrators--perhaps the school board itself.
3. Educational programs aimed at substance abuse may:
  - a. best operate if integrated throughout the school's curriculum,
  - b. be most productive if they address youth's developmental needs, i.e., relationships, decision making, values clarification, etc.,
  - c. be enhanced if the schools family life skills classes are closely coordinated with more specialized offerings, and
  - d. stand the best chance of adoption if classes are elective, use limited amounts of local tax dollars, demonstrate a clear costs/ benefit return to the public and are based upon sound, demonstrated effective programming.
4. Closely related, the Task Force believes substance abuse education--both for youth and parents--should contain, in part, honest drug use and drug abuse information. The goal is not to provide horror stories or scare tactics but honest, available information and facts concerning drug use. Absence of drug use is not a realistic educational goal for such programming.



5. The Task Force rejects all simplistic arguments of "back to basics" for education and the often capricious distinction between what's the "role" of public education and the "role" of the family. Schools must be responsible to deliver a balanced program to youth on topics concerning making a living and living skills.
6. Public schools need to become well-informed shoppers or consumers of substance abuse education materials and curriculum. Schools need to visit successful programs in other cities and to study in detail how successful programs could be implemented locally.

## INTERVENTION RECOMMENDATIONS

(Activities, programs, etc., directed toward youth who are already identified as having a problem because of alcohol or drug abuse.)

1. The role of school concerning intervention should be confined to identifying the problem. Schools should not play judge, policeman, probation officer or counselor to those youth who have a substance abuse problem. Schools should develop a clear policy around this issue--included in this policy should be:

... every substance abuse case should be referred to local authorities.  
... every such contract should be followed up with a parent notification.

Essentially the problem is not for the schools to solve and mostly the schools are not the vehicle--schools can and should identify problem youth--the problem should be given back to the parents and the community to solve.

2. The effectiveness and impact of a peer counseling program should be tested within the community.
3. Substance abuse rehabilitation agencies should have a role in intervention activities. Rehabilitation agencies must develop and establish strong case finding strategies among youth, youth groups and youth service groups to insure treatment programs are appropriately used.

4. Intervention activity should concern itself with "high risk" youth and families. Schools, as they often are able quite early to identify high risk youth, may be one base of intervention activities.
5. Some important goals for intervention efforts are:
  - a. education for "client"--self referral, and
  - b. education to increase appropriate referrals to treatment programs (for example, to increase the ability of community youth serving agencies to make needed referrals for youth to treatment opportunities).
6. Authorities should make mandatory referrals for treatment for youth who obviously have a substance abuse problem. This should be done in such a fashion as to make the "law" a friend of parents.
7. Instead of jail for youth substance users, confront the parent and the community with the problem.

## INTERVENTION IMPLEMENTATION IDEAS

The Primary concern considered by the Task Force for intervention was the development of a peer counseling effort. It was felt:

1. It should be a school based program.
2. It could be combined--or at least coordinated with--schools new offering concerning youth development issues. Here, it was felt that many of the development issues kids need, i.e., relationships, listening, value clarification and decision making, are close to some basic skills that peer counselors would need to have.
3. The course should be elective and, at least initially, involve many of the manpower resources already available to the schools.
4. The elective nature of the course should enhance a self-selection process, both for the youth who reaches out for help and for the youth who wishes to become a "helper."
5. Some consideration was given to the idea that youth members of the Task Force next year could act in this role.

## APPENDIX A

### SENIOR HIGH SCHOOL SUBSTANCE ABUSE SURVEY ANALYSIS

March 1978

#### GENERAL INFORMATION

The Youth Substance Abuse Survey was administered to approximately half of the graduating class of Billings Senior High School. Of the total number of respondents (256), approximately half were males (132) and half females (124). Students who took the survey were from the school Social Studies class--class assignments are made on a random basis at the beginning of the school year. In general, the sample appears to have the following characteristics:

1. To come from fairly stable and settled homes.  
  
(62 percent had lived in the same neighborhood four or more years)  
(Only 14 percent had lived in the neighborhood less than one year)  
(75 percent reported the head of the family was the father or "father figure".)
2. To have fairly small nuclear families, composed mostly of employed heads of households which were rather well educated.

(65 percent had families composed of two or fewer children under the age of eighteen years)

(Only 2 percent had six or more children in the home)

(11 percent had heads of families in "unusual" occupational status, i.e., housewife, retired, unemployed, or student)

(46 percent of the heads of households had at least some college or vo-tech education)

### 3. YOUTH PROBLEMS

Of the youth surveyed, drug and alcohol use was ranked as the most important youth problem area. In descending order of importance the other youth problem areas were:

2. Juvenile Crime
3. Youth School Drop-outs
4. Youth Employment
5. Youth Recreation

### 4. SUBSTANCE USE

This section of the survey discovered a fairly high percent of the surveyed students to have used substances at least once.

- 93 percent said they had used alcohol
- 56 percent said they had used marijuana
- 51 percent said they had used tobacco
- 27 percent said they had used other drugs

5. Alcohol was the most used substance among the students.

- 70 percent of the students who reported they use alcohol indicated they use it at least two or three times a month.
  - 34 percent of this group reported they use alcohol at least weekly.
  - 31 percent of this group reported to consume five, or more, cans of beer when they drink.
6. Of those students who use alcohol, 82 percent reported they have used it at least two to three years.
- 40 percent, or 94 students, reported they had used alcohol three or more years.
7. For drugs other than alcohol--marijuana, tobacco, and other drugs--the pattern of use is generally much less frequent with one exception. The exception is tobacco use.
- Of the 51 percent of the students surveyed who claim to have used tobacco, 78 students, or 64 percent, report they use it "almost daily."
- Almost half, 47 percent, of the students using marijuana reported using it rarely.
8. For those students who reported substance use, the majority, 241 students, reported they had used the substance three or more years.
- 58 percent of those who use tobacco reported to have started in the Junior High School years.
- Only 20 percent of this group reported to have started to smoke in the last year.
- Most students, 82 percent, reporting the use of alcohol indicated they had used it more than two years.
- However, almost 40 percent of the students reporting use of "other drugs" said they began substance use in the last year.

## CONSEQUENCES OF SUBSTANCE USE

9. Part of the survey explored five life areas--job experience, family relationships, educational experience, social/community relations, and personal finances--in relationship to youth and drinking and/or drug use.

It was found:

- A fairly large portion of youth, 34 percent, who do use substances, reported at least some level of associated problems in one of the life problem areas.
  - 11 percent of that group reported having a significant problem in one of the life problem areas.
  - 23 percent of the students using substances, reported a significant problem in the personal finances life area.
  - 63 percent of this group reported some level of problem in the personal finances area.
  - Almost half of the substance using group, 45 percent, reported having some level of difficulty in the social/community relations life area.
  - For those youth who drink, 28 percent reported significant physical, or psychological consequences.
10. A large portion of the sample, 47 percent, reported that one or more members of their family had or have problems as a result of substance use. That is, almost half of the sample have had very close, personal experience with the problem of substance use.
11. Closely related, 20 percent of the youth responding reported their "best and most reliable source of information" concerning alcohol and drugs, to be parents or other relatives. Almost 34 percent reported that "close friends" were their sources of information while only 26 percent reported media materials (books, newspapers, magazines, etc.) were their source of information.



12. From the survey, 119 respondents (46 percent) were found to be significantly involved in the use of substances. This includes:

- 25 persons who said they used alcohol and marijuana.
- 38 persons who said they used alcohol, marijuana and tobacco.
- 56 persons who said they used alcohol, marijuana, and other drugs as well as many using tobacco.

13. From the above three groups, 29 persons reported having at least one significant problem in the five life areas. No person, excluding the group of 29, report this level of life area problems. Other information gathered on the group of 29 includes:

- 22 are males, 7 females (very dissimilar from the total sample).
- 19 had lived in one neighborhood more than four years (very similar to total sample).
- 18 (62 percent) had a father as head of household and 9 (31 percent) had a mother as head of household. (Of the total sample, 75 percent had fathers as head of the household and 19 percent had mothers as head of the household--appears to be a significant difference.)
- 18 (62 percent) of the 29 had high school or better education. (The total sample reported 74 percent of the heads of household had high school or better education.)
- 12 (41 percent) of the 29 were the only child in the home. (Sample reports 36 percent as only child families.)

14. As would be expected, substance use among the 29 was quite high:

- All 29 use alcohol; 23 at least weekly.
- All 29 use marijuana; 14 said almost daily.
- 20 use other drugs.
- 24 use tobacco.

15. A large portion of the 29 began using drugs in their Junior High School years:

- 21 said they had used alcohol three or more years.
- 19 said they had used marijuana three or more years.
- 8 said they had used other drugs three or more years.
- 22 said they had used tobacco three or more years.

16. Additional characteristics of this group of 29 are when drinking:

- 13 have 5-10 drinks.
- 9 have 10 or more drinks.
- 19 said when using substance they felt no guilt associated with its use.
- Concerning use of substances, 19 said they felt no guilt associated with the use, while 10 reported some degree of guilt.
- 15 of the 29 (52 percent) had at least one or more members in his family with a substance problem. (47 percent of the whole sample reported this.)

APPENDIX G

C O M P L E T E R E S U L T S

YOUTH SUBSTANCE ABUSE SURVEY

The Youth Substance Abuse Task Force would like to have you complete the following questionnaire to help determine the facts of substance abuse problems among young people in school. There are no "wrong" answers; we would appreciate your honest response to all of the questions. This questionnaire is anonymous--you will not be identified in any way with the information you provide. Please do not write on the questionnaire--record your responses on the answer sheet provided. Thank you.

GENERAL INFORMATION (please check, on the answer sheet, only one response for each question)

1. Sex:
  1. Male  
(132)
  2. Female  
(124)
2. How long have you lived in your present neighborhood?
  1. Less than one year--14%
  2. One or two years--13%
  3. Three or four years--12%
  4. More than four years--62%
3. Is the head of your family:
  1. Your brother or sister--3
  2. Your father or "father figure"--189
  3. Your mother or "mother figure"--49
  4. One of your grandparents--3
  5. Someone else--9
4. What is the occupation of the head of your household?
  1. Housewife--4
  2. Agriculture--6
  3. Business--68
  4. Retired--12
  5. Unemployed--4
  6. Student--8
  7. Professional or technical--39
  8. Government--16
  9. Labor--40
  10. Other--59
5. How far did the head of your family go in school?
  1. Grade school--5%
  2. Some high school--18%
  3. High school graduate--28%
  4. Some college or vo-tech school--20%
  5. Four year college graduate--14%
  6. Post-graduate of professional training--12%

6. Counting yourself, how many persons under 18 live in your home?

- |              |                   |
|--------------|-------------------|
| 1. One--85   | 4. Four--21       |
| 2. Two--67   | 5. Five--7        |
| 3. Three--48 | 6. Six or more--5 |

## 7. YOUTH PROBLEMS

From the following list pick out, and rank in decending order of importance, five youth problem areas which you feel are most important.

- |                                     |  |
|-------------------------------------|--|
| 2nd 1. Juvenile crime               | 9. Parenting skills                    |
| 2. Quality of education             | 10. Runaway youth                      |
| 3rd 3. Youth who drop out of school | 11. Foster homes youth                 |
| 4. Sex education in school          | 12. Wholesome youth experiences        |
| 5. Health care for youth            | 13. Family planning services for youth |
| 6. Youth in jails                   | 4th 14. Youth employment               |
| 1st 7. Drugs and alcohol use        | 15. Other                              |
| 5th 8. Youth recreation             |  |

## SUBSTANCE USE

In this section we would like to find out your personal substance use habits and patterns of use. If questions 8 through 11 do not apply to you, please check, on the answer sheet, #2 under no in the first column and go on to the next question.

	Have you ever used this Substance			If YES, How Often		
	YES	NO	Rarely	Two or Three Times a Month	Almost Weekly	Daily
8. Use of alcohol	(1) 93%	(2) 5%	(3) 26%	(4) 36%	(5) 28%	(6) 6%
9. Use of marijuana	(1) 56%	(2) 112	(3) 47%	(4) 15%	(5) 13%	(6) 16%
10. Use of other drugs (excluding tobacco)	(1) 27%	(2) 197	(3) 30	(4) 11	(5) 7	(6) 3
11. Use of tobacco	(1) 51%	(2) 122	(3) 31	(4) 6	(5) 6	(6) 78

LENGTH OF SUBSTANCE USE

## I Have Used Substances

% of those using	Only in Last Year	Two to Three Years	Three or More Years
12. Alcohol	(1)44--19%	(2)99--42%	(3)94--40%
13. Marijuana	(1)46--32%	(2)45--32%	(3)52--36%
14. Other drugs (excluding tobacco)	(1)26--38%	(2)24--35%	(3)19--28%
15. Tobacco	(1)26--20%	(2)29--22%	(3)76--58%
16. How much alcohol do you consume when you drink?			
1. I don't drink - 18			
2. A drink or two - 32% or 76			
3. Three to five drinks or cans of beer - 36% or 85			
4. Five to ten drinks or cans of beer - 25% or 60			
5. More than ten - 6% or 15			
17. My drinking pattern is:			
1. Don't drink - 18			
2. No pattern - 165 = 70%			
3. There is a regular pattern but not frequent - 37 = 16%			
4. A frequent pattern in order to socialize, relax, and relate to people - 32 + 14%			
5. Daily pattern or anytime a need to feel better - 2 = 1%			
18. Given the drug or drugs I use, I consider myself:			
1. A non-user--136			
2. An experimental rare user--33 = 13% of responses			
3. An occasional user--43 = 17%			
4. A fairly regular user--34 = 13%			
5. A heavy user--2 = 1%			
19. I use drugs or alcohol:			
1. I don't use them--52			
2. For my own pleasure-147 = 60%			
3. Because it is socially expected in my group--22 = 9%			
4. To lessen tension and to be less inhibited--21 = 9%			
5. Because I am not really comfortable without it--3 = 1%			
20. Are you using other drugs instead of, or in addition to, alcohol and/or marijuana?			

1. No--203
2. Rare experimental experience--12 = 26%
3. Sometimes--22 = 47%
4. With some regularity--8 = 17%
5. Daily--5 = 11%

### CONSEQUENCES OF SUBSTANCE USE

For each question please check only one response on the answer sheet. Check the response which comes the closest to your own situation or thoughts on the question.

21. My experience of drinking has caused me:
  1. No physical or mental discomfort--152
  2. Some rare depression or feelings of guilt--25
  3. Some nausea, hang-overs, or shaking--54
  4. Some personality change or "blackouts"--14 (blackouts are periods of no recall following use--not unconsciousness)
  5. Preoccupation with drinking or discomfort until a drink could be obtained--2
22. The results of my drinking or drug use which are reflected in my feelings about myself are:
  1. Rare moments of guilt--42
  2. Feelings of some guilt or disappointment in myself--26
  3. Feel guilty and have a sense of failure--10
  4. Strong guilt and shame for my behavior--6
  5. None of the above--57
23. Other members of my family who have or have had problems as a result of drinking or drug use of any kind are:
  1. No one--53%
  2. An aunt, uncle, grandparent--13%
  3. One parent or one brother or sister--22%
  4. One parent and a brother and/or sister--7%
  5. Both parents or both parents plus a brother(s) and/or sister(s)--4%
24. The results of my drug and/or alcohol use in my job experience has been:
  1. None or I have no job--186
  2. Sometimes feel tired--"hung over" while at work--42
  3. Have missed work or made errors while at work--8
  4. Have been reprimanded for 2 or 3 above--1
  5. Lost a job--1
25. The results of my drinking and/or drug use with my family relationships

1. None--167
  2. Little tension--40
  3. Some arguments--27
  4. Serious arguments and tensions--5
  5. I left home--1
26. My alcohol or drug use has affected my educational experience:
1. In no way--202
  2. Because I have days when I am unprepared and can't concentrate on the work--20
  3. Because I have missed some days of school--12
  4. Because my grades are generally lower than I am capable of--7
  5. Because I failed a class or had other major difficulty at school--0
27. The social results of my drug and/or alcohol use are:
1. None--150
  2. My friends are generally those who drink or use my type of drug--73
  3. One or more arguments with friends regarding my drug use or behavior as a result of drug use--5
  4. I have been arrested and/or charged by legal authorities as a result of drug use or behavior resulting from drug use--6
  5. I have served a sentence or been on probation--5
28. The effect of my drinking and/or drug use on my personal finances has been:
1. None--88
  2. Very little impact--94
  3. Less than 25 percent of my income is used on substances--25
  4. Less than 50 percent of my income is used on substances--10
  5. 50 percent or more of my income is used on substances--12
  6. I occasionally sell substances for additional income--7
29. My best and most reliable source of information concerning alcohol and drugs is:
1. My close friends--81
  2. My parents or other relatives--48
  3. From my classes at school--31
  4. From adult friends at school--2
  5. From written material, books, newspaper, magazines, articles, etc.--62
  6. Provided by professionals in drug and alcohol abuse services within the community--16





REGION IV

YOUTH SUBSTANCE ABUSE COMMITTEE

REGIONAL PLAN



## REGION IV SUBSTANCE ABUSE

### INTRODUCTION

The Region IV Youth Task Force was formed in order to offer youth a chance to participate in understanding and identifying youth needs in the area of substance abuse and to develop a plan to prevent such abuse and address identified needs.

This task force consisted of eleven members: 2 from Helena, 2 from Bozeman, and 7 from Butte and Anaconda. The ages ranged from 12 to 19.

### NEEDS ASSESSMENT

A variety of methods were used by task force members to assemble data on needs.

Interviews were conducted with service providers, teachers, counselors, police, policy makers and others in our region. A review of data from the local and statewide Youth Needs Surveys done by the Child and Youth Development Bureau was done. The adult state-wide survey on youth needs was also reviewed. Literature and materials concerning substance use and abuse were reviewed.

In addition, 353 youth were surveyed in Helena. The instrument and results are contained in the Appendix.

## PROBLEM IDENTIFICATION

The results of the needs assessment data were discussed by the task force members and major problems are listed under 3 categories along with recommendations and implementation for each:

### A. Prevention - problem identification

1. The most common reasons given for substance use are boredom, relaxation, depression, and to have a good time.
2. Recreation alternatives are limited and cost too much.
3. Employment and involvement in meaningful activities are very limited.
4. Youth serving agencies are hard to find and are often closed when needed.

### Recommendations

1. Develop more recreation alternatives at a reduced cost for youth.
2. Involve youth in community planning groups such as city and county councils.
3. Involve youth on agency Boards, specifically those agencies serving youth.
4. Develop federal and state legislation to encourage employers to hire youth.

5. Develop more community programs which would provide services to the community and employ youth.
6. Provide better information on youth serving agencies to youth, and have these services available when needed.

#### Implementation

1. More money must be made available by federal, state, and local communities for the development of alternatives for youth.
2. Facilities such as schools, etc., that receive public funds should be open in the evenings and on weekends for youth activities.
3. Agencies serving youth should have trained staff available as needed.
4. Law makers, policy makers, and taxpayers should be given accurate information on youth needs and problems.
5. Federal and state laws should state that youth involvement in agencies serving youth is mandatory.

#### B. Education - problem identification

1. Adults are often misinformed on youth problems and use of drugs and alcohol.
2. There is a lack of accurate and practical information concerning substance use and abuse.
3. School curriculum does not address the needs of exploring alternative ways of relaxing, coping with stress, or with problem solving.
4. Youth are not allowed to participate in the development of school curriculum or school rules.

5. School counselors and teachers are not trained to deal with substance abuse.
6. Law enforcement officers and courts are not trained in the areas of substance abuse and lack adequate information about alternatives to punishment.
7. Youth serving agencies need to focus on family counseling and problem solving, not treating only hard drug users. Our survey shows that very few youth use hard drugs.

#### Recommendations

1. An all-out community education program dealing with use and abuse of substances.
2. Better use of television for providing community education on youth use and abuse of substances.
3. Student and school involvement in community education on use and abuse of substances; for example, use Art Department, photography and school newspaper in poster contest.
4. Youth participation in curriculum development and school rules. All students encouraged to participate, not just Student Council.
5. Developing peer counseling groups and exploration classes such as relaxation therapy, transcendental meditation, and values clarification.
6. Having at least 2 well trained adults, counselors, and teachers educated in substance abuse in each school.
7. Having law enforcement and court officers well trained in substance abuse and treatment.

8. Developing family treatment programs designed to deal with a variety of problems including substance abuse.

### Implementation

1. Make money available to enable schools, substance abuse agencies and interested groups to provide community education.
2. Federal and state bureaus dealing with education and giving federal aid to schools should direct local school administrators to involve youth in curriculum planning and the development of school rules. This should be monitored by the federal and state bureaus.
3. Providing federal, state, and local funds for the development of peer counseling groups and exploratory classes. Local School Districts should be encouraged to provide such classes and groups on an on-going basis once they are established.
4. School counselors, teachers, law enforcement officers and court officials should be required to have a sound knowledge of substance use and abuse.
5. Youth should be encouraged to lobby for needed laws, and financial assistance for such programs.
6. Courts should order education and treatment for families of children who are involved with substance abuse.
7. Stores that sell alcohol and other substances should be better checked by law enforcement officers.
8. Stores should be encouraged to keep inhalants, cigarettes, etc., behind counters for better selling control.

C. Intervention - problem identification

1. Youth in need of services are not being identified early enough.
2. After a youth has been identified, there seems to be difficulty in securing the needed services quickly.
3. Resources available have too narrow a scope, and their funds are too limited.

Recommendations

1. The community must develop and suport a crisis intervention team complete with twenty-four hour phone coverage and staff who can intervene personally, and information and referral services. While this is presently provided by the Drug Program, it is felt that its scope is somewhat limited by being a service of just one specific agency.
2. School special services should be more involved with identifying youth having problems in school.
3. Fund "camps"--treatment programs--for kids who are identified as having problems with abuse. While there are obviously many disadvantages to this, it is the opinion of the task force that the outdoor experience is extremely valuable in substance abuse rehabilitation. The treatment modality discussed included adventure, and team building approaches.
4. The court should mandate parents of youth who get arrested for drugs or alcohol abuse to attend their treatment and education programs with the kids; in other words, to assume an active role in the rehabilitation process.



5. Federal and state agencies should adopt an approach stressing and funding local agencies for family treatment, community education, teaching alternative ways of problem solving, and reducing stress and depression.
6. Develop screening programs by which meaningful "case finding" can be undertaken by workers in all Human Service areas which deal with youth.
7. Increase the capacity of existing programs to provide services to the target group. For example, many case loads are kept artificially inflated just to keep grant money. This must stop and those slots filled by clients who really need the services.

#### Implementation

1. More money must be made available from--especially--local sources and federal and state programs to develop and maintain drug treatment programs such as the kind mentioned in Recommendations.
2. All Human Service Agencies should be encouraged to develop and support a Crisis Intervention Center both with funding and staff.
3. A tight system of case management must be implemented in departments that have the responsibility for dealing with youth with drug and alcohol problems. Counseling and treatment should be done only by persons qualified for such treatment.

# YOUTH SUBSTANCE ABUSE SURVEY

**SUBSTANCE USE** — Have you ever used any of the following substances?

1. Age	Age 14		Age 15		Age 16		Age 17		Age 18		Age 19		Total YES Responses
	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	
2. High schools — (1) & (2)	3	12	23	43	31	58	38	47	30	23	3	2	313
3. Use of alcohol	2	2	14	24	21	27	20	22	14	13	2	2	163
4. Use of marijuana	—	3	5	9	5	11	7	7	9	7	—	1	64
5. Use of other drugs (excluding tobacco)	1	7	7	26	15	26	15	19	11	9	1	1	
6. Use of tobacco													
— How Often?													
<b>ALCOHOL</b>													
— Rarely	1	6	7	13	9	21	7	10	12	2	0	0	89
— 2 or 3 Times a Month	1	6	9	14	13	20	11	15	12	6	0	0	107
— Almost Weekly	1	0	7	15	9	17	19	19	4	13	2	2	108
— Almost Daily	0	0	0	1	0	0	1	3	2	2	1	0	10
<b>MARIJUANA</b>													
— Rarely	1	2	3	8	5	15	10	9	9	5	1	0	68
— 2 or 3 Times a Month	1	0	6	8	7	4	5	4	2	2	1	2	42
— Almost Weekly	0	0	2	6	4	4	3	5	3	2	0	0	29
— Almost Daily	0	0	3	2	5	4	2	4	0	4	0	0	34
<b>USE OF OTHER DRUGS (excluding tobacco)</b>													
— Rarely	0	3	1	6	4	7	6	3	6	3	0	1	40
— 2 or 3 Times a Month	0	0	3	2	0	3	1	2	3	3	0	0	17
— Almost Weekly	0	0	1	1	0	0	0	0	0	0	0	0	2
— Almost Daily	0	0	0	0	1	11	0	2	1	1	0	0	16
<b>USE OF TOBACCO</b>													
— Rarely	0	5	1	9	3	12	7	6	4	0	0	0	47
— 2 or 3 Times a Month	0	0	0	0	0	1	0	0	0	0	0	1	2
— Almost Weekly	0	0	1	4	0	2	1	0	0	1	0	0	9
— Almost Daily	1	2	5	13	12	11	7	13	7	8	1	0	79

**LENGTH OF SUBSTANCE USE — I have used following substances:**

		Age 14		Age 15		Age 16		Age 17		Age 18		Age 19		Total YES Response
		(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	
7. ALCOHOL	— Only in Last Year	2	6	8	10	5	12	5	6	5	0	0	1	60
	— 2 to 3 Years	2	7	14	19	14	27	15	20	19	11	1	0	149
	— 3 or More Years	0	1	4	15	11	20	14	17	11	11	2	1	107
8. MARIJUANA	— Only in Last Year	2	1	8	7	5	13	2	3	2	2	0	1	46
	— 2 to 3 Years	0	1	6	15	8	6	10	6	8	8	2	0	70
	— 3 or More Years	0	0	2	3	9	8	11	10	4	6	1	1	55
9. OTHER DRUGS (excluding tobacco)	— Only in Last Year	0	2	2	6	3	3	3	2	3	2	0	0	32
	— 2 to 3 Years	0	1	0	5	0	5	1	1	3	5	0	1	22
	— 3 or More Years	0	0	3	1	4	2	3	3	1	1	1	0	19
10. TOBACCO	— Only in Last Year	1	2	0	6	4	1	2	5	2	0	0	0	23
	— 2 to 3 Years	1	4	1	6	2	4	10	1	5	3	0	0	37
	— 3 or More Years	0	1	5	14	10	15	5	12	4	6	1	1	74
11. How much alcohol do you consume when you drink?														
	(a) I don't drink	3	2	7	8	6	5	5	8	4	1	0	0	49
	(b) A drink or two	0	6	5	6	8	9	6	10	6	3	0	0	59
	(c) 3 to 5 drinks or cans of beer	2	5	9	10	13	25	13	14	13	12	0	0	116
	(d) 5 to 10 drinks or cans of beer	2	2	10	19	10	23	11	17	6	5	2	1	108
	(e) More than 10	1	1	1	7	2	5	4	5	2	2	1	1	32
12. My drinking pattern is:														
	(a) Don't drink	2	2	7	7	6	5	6	10	2	1	0	0	48
	(b) No pattern	3	13	20	30	18	42	26	23	24	12	1	1	213
	(c) There is a regular pattern but not frequent.	0	0	2	6	5	8	1	9	3	4	0	0	38
	(d) A frequent pattern in order to socialize, relax, and relate to people.	2	1	3	7	7	10	8	10	3	5	2	1	59
	(e) Daily pattern or anytime a need to feel better.	0	0	0	0	0	0	0	3	0	1	0	0	4

	Age 14		Age 15		Age 16		Age 17		Age 18		Age 19		Total YES Responses	
	Age 14		Age 15		Age 16		Age 17		Age 18		Age 19			
	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)		
13. Given the drug or drugs I use, I consider myself:														
(a)	A non—user	5	12	19	24	17	30	17	32	18	8	0	0	182
(b)	An experimental rare user	1	3	1	9	1	5	4	5	6	3	0	1	39
(c)	An Occasional User	0	0	8	14	10	14	8	9	7	7	2	0	79
(d)	A fairly regular user	0	0	3	4	6	6	7	5	3	2	1	1	38
(e)	A heavy user	1	0	0	1	0	2	1	1	0	2	0	0	8
14. I use drugs or alcohol:														
(a)	I don't use them	3	4	7	14	10	13	7	18	6	2	0	0	84
(b)	For my own pleasure	2	10	17	25	18	49	30	28	21	16	2	1	219
(c)	Because it is socially expected in my group	1	1	4	7	4	6	2	3	3	2	0	1	34
(d)	To lessen tension & to be less inhibited	1	0	4	9	4	2	2	3	1	3	1	0	30
(e)	Because I am not really comfortable without it	0	1	0	0	2	0	0	2	0	1	0	0	6
15. Are you using other drugs instead of, or in addition to, alcohol and/or marijuana?														
(a)	No	7	14	23	25	27	55	32	47	25	12	1	1	279
(b)	Rare experimental experience	0	1	1	7	5	4	2	1	5	1	1	1	29
(c)	Sometimes	0	1	5	6	4	4	7	5	1	6	1	0	40
(d)	With some regularity	0	0	0	2	2	1	0	0	0	0	0	0	5
(e)	Daily	0	0	0	0	0	1	0	1	0	0	0	0	2

# CONSEQUENCES OF SUBSTANCE USE

## 16. My experience of drinking has caused me:

	Age 14		Age 15		Age 16		Age 17		Age 18		Age 19		Total YES Response
	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	
(a) No physical or mental discomfort	3	9	16	35	27	35	25	30	23	14	0	1	218
(b) Some rare depression or feelings of guilt	0	3	7	3	5	9	5	3	4	4	0	0	43
(c) Some nausea, hangovers, or shaking	2	1	2	3	3	11	5	10	4	5	3	1	50
(d) Some personality change or "blackouts" (blackouts are periods of no recall following use — not unconsciousness)	1	2	3	3	2	5	1	1	0	0	1	0	19
(e) Pre-occupation with drinking or discomfort until a drink could be obtained	0	1	1	3	0	3	1	1	1	0	0	0	11

## 17. The results of my drinking or drug use which are reflected in my feelings about myself are:

(a) Rare moments of guilt	3	3	7	10	6	8	6	7	5	3	0	2	60
(b) Feelings of some guilt or disappointment in myself	0	2	5	9	7	10	7	8	3	0	1	0	52
(c) Feel guilty and have a sense of failure	0	0	0	1	2	4	0	0	2	2	0	0	11
(d) Strong guilt and shame for my behavior	0	0	0	1	3	2	0	1	0	0	0	0	7
(e) None of the above	3	10	16	24	21	40	21	30	22	17	2	0	206

## 18. Other members of my family who have or have had problems as a result of drinking or drug use of any kind are:

(a) No one	3	9	18	25	20	43	21	41	15	12	0	2	209
(b) An aunt, uncle, grandparent	2	3	1	12	4	12	6	2	5	5	1	0	53
(c) One parent or one brother or sister	1	3	8	11	12	12	12	9	6	5	2	0	81
(d) Both parents or both parents plus a brother(s) and/or sister(s)	1	1	2	2	1	1	0	0	1	2	0	0	11

19. The results of my drug and/or alcohol use in my job experience has been:

	Age 14		Age 15		Age 16		Age 17		Age 18		Age 19		
	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	
(a) None or I have no job	7	16	26	45	30	55	29	42	24	15	1	1	291
(b) Sometimes feel tired - "hung over" at work	0	0	1	3	7	6	6	7	5	6	1	1	43
(c) Have missed work or made errors while at work	0	0	2	1	0	0	0	0	0	0	0	0	3
(d) Have been reprimanded for 2 or 3 above	0	0	0	0	0	0	0	0	0	1	0	0	1
(e) Lost a job	0	0	0	0	0	0	0	1	0	0	0	0	1

20. The results of my drinking and/or drug use with my family relationship:

(a) None	6	13	19	31	26	45	28	37	26	14	2	1	238
(b) Little tension	0	0	1	6	2	8	4	5	2	7	0	1	36
(c) Some arguments	1	1	7	7	9	10	4	5	1	3	0	0	48
(d) Serious arguments and tensions	0	0	0	3	1	2	1	1	0	0	0	0	8
(e) I left home	0	0	1	1	0	0	0	3	0	0	0	0	5

21. My alcohol or drug use has affected my educational experience:

(a) In no way	4	15	20	33	29	50	30	40	24	20	2	2	269
(b) Because I have days when I am unprepared and can't concentrate on the work	0	0	4	9	2	6	5	6	3	1	0	0	36
(c) Because I have missed some days of school	1	0	0	2	2	1	1	1	1	0	0	0	9
(d) Because my grades are generally lower than I am capable of	1	0	3	8	5	2	0	3	1	1	0	0	24
(e) Because I failed a class or had other major difficulty at school	0	1	0	0	0	0	1	0	0	0	0	0	2

	Age 14		Age 15		Age 16		Age 17		Age 18		Age 19		Total YES Responses
	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	(1)	(2)	
22. The social results of my drug and/or alcohol use are:													
(a) None	4	14	15	25	24	40	20	30	22	17	1	0	212
(b) My friends are generally those who drink or use my type of drug	2	2	12	21	10	22	14	181	5	9	1	2	118
(c) One or more arguments with friends regarding my drug use or behavior as a result of drug use	1	0	0	1	3	0	1	1	0	0	0	0	7
(d) I have been arrested and/or charged by legal authorities as a result of drug use or behavior resulting from drug use	0	0	0	3	3	1	1	2	1	0	0	0	11
(e) I served a sentence or been on probation	0	0	0	1	0	1	0	3	0	0	0	0	5
23. The effect of my drinking and/or drug use on my personal finances has been:													
(a) None	3	10	12	23	18	20	11	19	11	8	0	2	126
(b) Very little impact	1	6	9	19	15	37	15	20	10	6	2	0	140
(c) Less than 25% of my income is used on substances	2	0	2	3	2	3	7	5	3	6	0	0	33
(d) Less than 50% of my income is used on substances	1	0	1	2	1	2	2	2	1	1	0	0	13
(e) 50% or more of my income is used on substances	0	0	1	2	1	2	1	2	0	2	0	0	11
(f) I occasionally sell substances for add'l. income	0	0	0	1	0	0	0	3	0	1	0	0	5
24. My best and most reliable source of information concerning alcohol and drugs is:													
(a) My close friends	1	8	12	22	16	31	18	24	6	10	1	2	151
(b) My parents or other relatives	3	4	5	4	5	10	4	12	5	4	0	0	56
(c)	0	0	0	0	0	0	1	1	0	1	0	0	3
(d) From adult friends at school	1	2	3	4	4	4	3	2	3	3	0	0	29
(e) From written material, books, newspapers, magazines, articles, etc.	0	1	5	10	10	19	9	11	9	4	1	0	79
(f) Provided by professionals	0	0	2	5	2	4	4	2	4	5	0	0	28





"I would rather have a few drunks running around than a bunch of potheads." (Sophomore)

"Alcohol is fine but drugs are dumb! If it wasn't for booze we wouldn't be able to do anything." (Junior)

"Drugs and Alcohol are dumb -- it ruins a persons body. I'm very much against drugs and alcohol because I've seen it ruin a persons body and the baby's body because she was on drugs. I don't like to party on Saturday nights or ever because there is always the chance of being taken advantage of and it is bad. Society needs help but don't ask me how." (Freshman)



REGION V

YOUTH SUBSTANCE ABUSE TASK FORCE

FINAL REPORT

MAY 1978

Members:

Mark Magone, Chairman  
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Region V Substance Abuse Task Force  
Final Report

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REGION V  
YOUTH SUBSTANCE ABUSE TASK FORCE  
FINAL REPORT

I. Introduction

The Region V, Western Montana, Youth Substance Abuse Task Force was formed through a joint agreement between the Child and Youth Development Bureau, Department of Social and Rehabilitation Services and the Alcohol and Drug Division, Department of Institutions, to provide youth input into planning for prevent and intervention programs for alcohol and drug abuse among youth.

There are seven counties and one reservation in Western Montana and youth representation was solicited from each of those areas.

The Western Montana Regional Task Force met four times between January and April. Three two-day work sessions were held; two in Missoula and one in Polson. One single-day session was held at Swan River Youth Forest Camp. Members also attended two statewide meetings in Helena.

Although meetings were attended irregularly by some members of the task force, and not-at-all by three members, correspondence was maintained with all members. Approximately half of the task force members attended all meetings and worked diligently in producing the findings and recommendations contained in this report.

Objectives set by the task force at their first regional meeting in January are as follows:

- to define the problem of substance abuse for each community represented.
- to identify what programs currently exist for youth in local communities.
- to review current films and literature dealing with alcohol and drug abuse to determine what would be effective in reaching youths.
- to determine what factors contribute to substance abuse in order to address the area of prevention.

Methods used to accomplish the first objective included surveys and interviews of adults and youth in each community. The second objective involved an inventory of resources available in the communities. Films and literature were reviewed and critiqued at each of the four regional meetings. Discussions, prompted by use of guest speakers, was the method used for accomplishing the last objective.

In meetings these objectives, the end result was to come up with specific recommendations towards development of prevention, education, and intervention strategies for the State of Montana in regard to youthful substance abuse.

Section II of this report deals with findings and recommendations of the task force and Section III is a summary. Members of the task force were asked to submit individual community/county reports. Those that were completed can be found in the Appendix.



## II. Findings and Recommendations

For purposes of clarity, this section of the report is broken into three sub-sections including; A. Prevention, B. Education, and C. Intervention. It is somewhat difficult to separate prevention from education in that education is most often seen as the primary method used in prevention. The reader will therefore notice some over-lap in those sections of the report.

### A. PREVENTION

1. Needs Assessment. The task force's first order of business was to find out if people in their communities were concerned about substance abuse among youths and to what extent it was a problem. Members designed and administered questionnaires to adults and youths in their communities to answer these questions. Over-all results showed that adults, especially, and the the majority of youths were concerned about abuse of drugs and alcohol. Abuse of alcohol was seen as more of a problem than drug abuse in all communities reported.

Results of this needs assessment are in concurrence with results of two surveys, one administered to adults and one to youths, done last spring by Five Valleys Council of Governments for Missoula, Mineral, and Ravalli Counties. That adult survey showed that half of the adults felt that alcohol abuse was a serious problem among youths, and a slightly lower percent were equally as concerned about youthful drug abuse. Youths surveyed did not see substance abuse as serious a problem as did adults, but those who did indicate it to be a problem felt it was serious. Again, alcohol was seen as more of a problem than drugs.

In addition to written surveys, youth task force members also interviewed local community members, school counselors and administrators, law-enforcement personnel and treatment program staff as to their opinions and recommendations. Most people feel that the schools are primarily responsible for drug and alcohol prevention and education, followed by the family and church.

In order to address the area of prevention, members felt it was necessary to explore reasons why people use drugs and at what point use becomes abuse. This was done through use of guest speakers and resource people at regional meetings. Among the guest speakers used in this process were: Roger Stenseth and Bob Marsenich, Missoula Drug Treatment Program; Jim Shaeffer and Dick Shields, Alcohol and Drug Research, University of Montana; Ken Dyrud, Lake County Youth Court Probation; Ken Anderson, Region V Alcohol and Drug Council Coordinator; and a panel of former drug abusers from Swan River Youth Forest Camp.

Various pamphlets and written materials were also reviewed by the group as well as 16 films for possible use in prevention/education efforts. A list of those can be found in the section of this report dealing with Education.

2. Problem Statement. Surveys and interviews showed that alcohol abuse was generally considered to be more of a problem than drug abuse in the majority of communities in Western Montana. Adults tend to see it as more of a problem than do youths.

Through discussions prompted by use of guest speakers and films the task force came to the following conclusions:

- drugs and alcohol are an integral part of our society and culture.
- modern society is in a constant state of change and many individuals find it difficult to cope with the increased pressures.
- alcohol use is more widely accepted than is use of other drugs.
- communities and peers set standards for alcohol consumption.
- there is present, in most families, a double standard where parents drink heavily, but tell their children not to drink at all.
- abuse of drugs and alcohol is often symptomatic of other inter-personal problems.
- people often take drugs to "feel good".
- many youths use drugs to experiment but do not become substance abusers.
- public advertising in all areas promotes use of alcohol.
- youth often use drugs, especially alcohol, because of a lack of anything else to do.

3. Recommendations. Recommendations for prevention of substance abuse address the problems identified above.

Because drugs, especially alcohol, are so ingrained in our culture, we cannot expect total abstinence. However, advertising associates heavy use of drugs with fun and "being cool". In addressing this issue the task force recommends:

- promotion of advertising stressing non-use of alcohol and drugs (you can still be "cool" and not use drugs).
- youths should be made more aware of alternatives to drugs and alcohol as highs (i.e., natural highs like mountain climbing, etc.)

Because there are pressures among youth peer groups, and society in general, to use alcohol and drugs, and because standards for use often encourage abuse, the task force felt that;

- youths need help in learning how to make decisions
- individual tolerance should be stressed in talking about prevention.

As pointed out in the problem statement, people who abuse drugs often have other interpersonal problems. It was the opinion of the task force members that more emphasis should be given to personal development skills.

Task force members felt that youth will often use alcohol and other drugs because of a lack of anything else to do. Often times "cruising and drinking", or going to bars becomes the weekend activity. The recommendation is to;

- establish alternatives to bars and drinking (i.e., teen centers and other recreational activities which do not center around drinking.)

4. Suggestions for Implementation. To implement the above recommendations, it is felt that a centralized effort to address the issue of substance abuse must be established. Some members of the task force felt that this should involve youth and may start with current members of this task force. This, of course, would require additional funding to a new or existing community group. Such a group would develop programs and serve as advocates influencing advertisers to down-play use of alcohol and drugs whenever possible and develop media spots suggesting alternative "highs".

Communities also require increased funding to be made available for things such as youth centers and recreation programs. These types of projects are often seen as "fringe benefits" when counties and cities set priorities for funding. Task force members and survey respondents see these programs as important to prevention of substance abuse among youth. Youth-serving agencies should also be concerned with this issue.

## B. EDUCATION

1. Needs Assessment. Collection of information was done in the same manner as described in the prevention section of this report; by use of surveys and interviews, review of films and literature and use of resource people. In assessing educational needs, youth task force members also interviewed school counselors, looked into educational programs currently being used in their schools, and reviewed available films and brochures used by schools at present.

2. Problem Statement. Because schools are seen by most people as primarily responsible for education/prevention of alcohol and drug abuse, this section deals specifically with school-related issues.

Task force members identified the following problems related to education;

- schools have little information available to students regarding substance abuse - some have none.
- some schools do not have classes dealing with drugs and alcohol.
- for schools who do have special classes dealing with drugs and alcohol, they are usually taught by physical education teachers or other teachers as an extra class.
- some of the movies currently used in the schools are out-dated and not effective in reaching youths.
- it is difficult for youths to talk openly about substance abuse with school personnel as they feel it will get back to the administration.
- life skills and coping skills are not taught enough in the school.

3. Recommendations. Recommendations for improvements in education about alcohol and drug abuse include;

- more and good educational and informational materials should be made available through the schools (A list of films and pamphlets reviewed by the task force is attached).
- education should stress tolerance levels and symptoms of abuse.
- student groups could sponsor a drug/alcohol prevention week in the schools.
- a person outside the school system should be hired to run a school prevention and intervention program. This person should be non-judgemental, know about the field and maintain confidentiality.
- school classes on alcohol and drug abuse should be more open to allow for discussion.
- students should be taught decision-making and other interpersonal skills.
- youth who have had experiences with drug/alcohol abuse should talk to other youths in school programs.
- education about drugs and alcohol should begin in junior high schools at the 6th grade level.
- a regional library of current films and literature should be established for Western Montana to make good materials more available to schools and communities.
- people who work with youths such as school personnel, law enforcement, service providers and parents should be properly educated on substance abuse and the issues surrounding it. (Use of Social Seminar Program is recommended - see attached critique).

4. Suggestions for Implementation. Implementation in this area is dependent, in large part, on the willingness of school administrators and personnel to seriously consider the issue of substance abuse and the school's role in education and prevention.

The recommendation has been made to hire a person independent of the schools to teach substance abuse prevention. This would require funding to a community program or new person to provide that position.

Schools should be given budgets for purchase of literature such as "Do It Now Foundation" pamphlets or to have students design pamphlets.

The regional library could be located in the Region V Alcohol and Drug Program Office in Ronan.

Mini-grants could be made available to youth groups to sponsor seminars, prevention weeks, etc.

## FILMS AND LITERATURE

The following films and literature were reviewed by members of the Region V Youth Substance Abuse Task Force to determine whether or not they would be effective for educational use in the schools. Some of the films currently being used most often in the schools and some of the most recent films were critiqued as well as other materials such as pamphlets.

### FILMS

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#### Recommended for Use:

Future Shock Although not specifically about drugs, this film points out the pressures of a changing society which may lead to substance abuse. It was felt that this would be a good lead film towards discussion of alcohol and drug abuse. This film is highly recommended by task force members.

Right Here-Right Now This film was thought to have a positive approach to discussion of alcohol and drug abuse. It portrayed the natural highs in life and the power of caring for others. This film was highly recommended for use in high schools.

The Alcoholism Film This film was felt to be good because it was short and to the point. It used no scare tactics and portrayed a variety of people in a variety of lifestyles. It treated alcohol abuse as a disease. This film was recommended for use in high schools.



Franchesca Baby This film was thought to be good because it gave the total picture of the problem of alcohol abuse and its effects on families. This film was recommended for use in high schools.

99 Bottles of Beer This film was thought to be good although obviously staged. Task force members said they could relate to it and it was recommended for use in high schools.

The Social Seminar Series This is a package program designed for educators and adults. There are 12 films in the series. The task force members reviewed 6 of those films including; Changing, Drugs and Beyond, Brian at 17, Community in Quest, Mr. Edler's Class, and What is Teaching? What is Learning? Social Seminar does not give information about drugs, but rather seeks to examine institutions, experiences, and culture in the context of drug use. It advocates drug abuse prevention by gaining better insight into the total society. Task force members felt it was good at teaching communication skills and values clarification. They felt the films were unbiased. It is felt that all teachers should be exposed to this program. Opinions varied on whether this series should be used with youths.

Not Recommended for Use:

Alcohol and You This film was felt to be outdated and inaccurate. It was not recommended for use in high schools.

How Safe Am I? It was felt that this film was very old, in bad condition and the lecturer was ineffective. This film was not recommended for use in high schools.



America on the Rocks This film was thought to be outdated. Task force members felt that the film defeated its own purpose by associating drinking with having a good time. This film was not recommended for use in high schools.

Chalk Talk This film was felt to be too lengthy, boring, and offensive. It was not recommended for use in high schools.

Almost Everyone Does This film was felt to be slow moving and people had trouble identifying with it as younger kids are portrayed. The message was good, but not presented well for high school age students. It was recommended for use in grade schools and possible junior high.

#### Literature

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#### Recommended for Use:

"Do It Now Foundation" Pamphlets This series of pamphlets are easy to read, understandable, straight-forward and non-judgemental. They are relatively inexpensive. These pamphlets were highly recommended for use in high schools. It was felt that this kind of information should be available in counselors offices.

Questions and Answers This interesting, short, and to-the-point pamphlet was felt to be appropriate for use in high schools.

Drug Abuse Prevention in Your Community This booklet focused on prevention ideas for communities. It was recommended for use in high schools.

Not Recommended for Use:

Drugs This pamphlet was thought to help youth identify the drugs to take when they wanted to get high. It was felt that this pamphlet would increase, rather than prevent, drug abuse.

Drugs of Abuse This pamphlet is similar in format to the the pamphlet "Drugs". It gave information about drugs and their effects and was felt to be counter-productive.

## C. INTERVENTION

1. Needs Assessment. Needs assessment in the area of intervention was done through surveys and interviews as well as a resource inventory of various communities by task force members. Youth members sought out existing programs for intervention and treatment of substance abuse in their area. Several members attended open Alcoholics Anonymous meetings and met with personnel from drug and alcohol treatment programs including the Ronan Alcohol Treatment Program for Youth (which includes a group home), and Missoula Drug Treatment Program. Swan River Youth Forest Camp has a drug counselor and Thompson Falls sponsors a drug prevention program utilizing a puppet show. Missoula has an Ala-Teen chapter of its A.A. program.

2. Problem Statement. A major problem in this area is the general lack of intervention programs available in the region which are specifically designed for youth.

As evidenced by information obtained from surveys and interviews, most people do not know where to go for help with substance abuse problems.

3. Recommendations. The following recommendations address the problems stated above in terms of intervention;

- more intervention programs should be developed for youths, especially in communities which currently have no resources such as Mineral and Ravalli Counties.
- Existing intervention and treatment programs should advertise their services better so that youths can use them as resources.

4. Suggestions for Implementation. Again, implementation will require making more money available to communities for their specialized needs. Suggestions include;

- identifying people in the community who youths can talk to and use these people as resources.
- train and use peer counselors to work with youths who are having alcohol and drug problems.
- provide youth with alternative activities to alcohol and drugs.
- hire someone to be available to students who is a confidential and non-judgemental listener. Youths should help hire such a person, who could be available in the schools on a regularly scheduled basis.
- current intervention programs should increase their advertising.

### III. Summary

The problem of alcohol and drug abuse is not new. But an increased concern for the effects substance abuse is having on youth requires new energy and ideas to improve our approach to prevention, education and intervention in this area. The Youth Substance Abuse Task Force was formed towards that end and took their job seriously, as can be seen through this report. Adults, however, hold the power to implement these ideas.

The Region V task force felt that youth involvement in the planning should continue. It is suggested that the task force be maintained and meet at least on a quarterly basis. Two members of this region attended the National Drug Abuse Conference this year in Seattle. It was felt that youth representatives from Montana should remain active in this organization and be funded to attend future national conferences.

WESTERN MONTANA  
SUBSTANCE ABUSE TASK FORCE  
PEER QUESTIONNAIRE

1. Which of the following do you feel to be the greater problem among youth in our community?

\_\_\_\_\_ alcohol abuse  
\_\_\_\_\_ drug abuse

- a. To what extent is it a problem?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

2. Does our school have enough good information about drugs and alcohol?

\_\_\_\_\_ yes  
\_\_\_\_\_ no

- a. If yes, which of the following does it cover?

\_\_\_\_\_ alcohol  
\_\_\_\_\_ drugs  
\_\_\_\_\_ both

- b. If no, what would you like to see available?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3. Would you like to see additional information available?

\_\_\_\_\_ yes  
\_\_\_\_\_ no

- a. If yes, what type?

\_\_\_\_\_  
\_\_\_\_\_

4. Are drugs or alcohol a problem for you personally?

\_\_\_\_\_ yes  
\_\_\_\_\_ no

5. Would you know where to go for help if you had an alcohol or drug-related problem?

\_\_\_\_\_ yes  
\_\_\_\_\_ no

WESTERN MONTANA  
SUBSTANCE ABUSE TASK FORCE  
ADULT QUESTIONNAIRE

1. Which of the following do you feel to be the greater problem among youth in our community?

\_\_\_\_\_ alcohol abuse  
\_\_\_\_\_ drug abuse

- a. To what extent is it a problem?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

2. If you knew of a youth with a drug or alcohol problem, would you know where to refer them for help?

\_\_\_\_\_ yes  
\_\_\_\_\_ no

3. Are there youths in your family who have alcohol or drug-related problems?

\_\_\_\_\_ yes  
\_\_\_\_\_ no

4. Who should be responsible for prevention programs (drug and alcohol abuse) in our community?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

## Missoula County

### FINAL REPORT

Submitted by Jamee Krahn

#### INTRODUCTION

Missoula is one of the major cities in Montana. The county has a population of 60,000. The main attractions are the University of Montana and Missoula Technical Center. The main industry is in the lumber mills. The purpose of this report is to examine the programs, and to find out how much information there is in Missoula that deals with drug and alcohol abuse.

#### A. PREVENTION

1. Needs Assessment. To find out what the needs were in my community, I took a survey. The people surveyed were adults of all occupations, and youth at Sentinel High School in Missoula. I discussed the topic of drug and alcohol abuse with teachers at Sentinel High School, and a Methodist women's church group. I also visited the Drug Treatment Center in Missoula and I sat in on an Alcoholics Anonymous meeting.

I visited Alcoholics Anonymous meetings and talked to fellow students at Sentinel. I also took a survey, and on everyone of them, the problem of alcohol seemed to pop up. When I spoke with the women's church group their greatest concern was also alcohol. This brought me to the conclusion that alcohol was the main concern or problem in Missoula.

2. Problem Statement. We had questionnaires made up, seven were filled out by youth, and seven filled out by adults. The results of the questionnaire showed that alcohol was thought to be the biggest problem. Most of the people who filled out the questionnaire did not know where to go to obtain information, or where to get help.

3. Recommendations. The recommendations for solving the problem of alcohol abuse should be directed more towards the family, schools, and the community. I found that there are not enough places or things for the youth in Missoula to do. We need centers and game rooms where youth can go so they aren't out drinking. There isn't enough information out (such as pamphlets). There should be some place where a youth with a bad family situation can feel free to go for help, instead of keeping family problems inside. Because those who are alcoholics seem to have family problems which may have brought on the drinking, this is especially important.

4. Suggestions for Implementation. What the community can do to help prevent the problem of alcoholism is to open up more teen centers. Give the youth of Missoula more places to go that don't cost them an arm and a leg to get in. The youth of Missoula need to know where to go for information concerning drug and alcohol abuse and resources should be more advertised. In order for adults to know where and how to help the youth, there should be adequate advertisement by existing resources.



## B. EDUCATION

1. Needs Assessment. To find out what was happening in the schools and what is needed, I gave out questionnaires to some of the youth and distributed some of the questionnaires to teachers, as well as talking to them.

2. Problem Statement. The problem in the schools seems to be alcohol abuse. I found this out by talking with fellow students and teachers.

3. Recommendations. In the schools, more information is needed on where to go for help. The class on drug and alcohol should be more of a free discussion. Get rid of the crazy movies.

4. Suggestions for Implementation. The state should make more and better movies available. The community needs to make known all of the treatment centers for alcohol and drug abusers. There should be a place or someone in schools from which students can get information.

## C. INTERVENTION

1. Needs Assessment. To find out what the problem was, I gave a survey to students and adults of all occupations. I talked with youths and adults about Missoula's problems. The major problem in Missoula appears to be alcohol.

2. Problem Statement and Recommendations. To prevent this problem, and to help those who already have it; we need some kind of counselor in the schools, more advertisement of Alcoholics Anonymous, and the Drugs Treatment Center. More information is needed in the schools, as well.

## Lake County

### FINAL REPORT

Submitted by Willa Crue

#### INTRODUCTION

Polson is a rural community of approximately 3,000 people. It is located on Flathead Lake and is the county seat of Lake County, population approximately 10,000.

Farming and ranching are the basic income of Lake County. During the summer Polson thrives, due to the location of the lake, drawing a large number of tourists including fishermen, boaters, campers, hikers, and just lazy peace-seekers.

The following outline explains more about what I have found to be lacking in this community and a few recommendations to improve these conditions.

#### A. PREVENTION

1. Needs Assessment. In learning more about the problems of drug and alcohol abuse in the Polson area I interviewed several people; the Under Sheriff of Lake County, the Principal of the Polson High School, the Juvenile Probation Officer, and the Drug and Alcohol Coordinator of Lake County along with several community members. I also attended an Alcoholics Anonymous meeting. I ran a survey of ten adults and eight youths or high school students. I viewed several films currently being used and read several pamphlets on drugs and alcohol.

2. Problem Identification. Through the interviews, surveys, and research, I have come to the conclusion that alcohol is more of a problem locally than drugs. Polson being mostly a working community and tourist trap, caters to the tourists with several bars. The only place for youths under the age of 18 to go is one teen center, usually overrun by ten year olds, a showhouse with a very limited amount of G or GP rated shows and a drive-in theatre open only on weekends during the summer. Other Lake County towns have even less to offer for the youth of their community.

3. Recommendations and Rationale. I feel that the community should be made aware of what it is lacking and that it should be a community project to develop more activities for the youth rather than getting drunk and driving around endangering their own lives, as well as the lives of others. It is a community problem, therefore, the community should correct it.

4. Suggested Implementation. I would like to see more youth activities such as an under-18 disco where younger (under 18) adults could go, dance, have a good time, without being exposed to alcohol and people under the influence of alcohol. A roller skating rink, a Y.M.C.A. and a Y.W.C.A.; places youth could go, enjoy themselves constructively without necessarily being thrown in with kids around 12 years of age and under. I feel these could be done by public funding. If communities can get funding for other things, why not for youth activities (especially one that youths can afford)?

## B. EDUCATION

### 1. Needs Assessment. (Same as A-1).

2. Problem Identification. Through the interviews, surveys, and research, I have come to the conclusion that the Polson school system seems very lacking in educational material concerning drugs and alcohol. The only class on the subject is through the health and physical education class and is not very good.

3. Recommendations. I feel the school system should become better equipped with educational materials and should have a regular drug and alcohol class taught by someone knowledgeable on the subject, so youth have a chance to learn correctly about the subject.

4. Suggested Implementaiton. I would like to see more information available to students in the library and counselors' office as well as a one semester required drug and alcohol class with good films on the subject, including guest speakers. I feel the class should begin early in junior high school (6th grade possible).

## C. INTERVENTION

### 1. Needs Assessment. (Same as A-1).

2. Problem Identification. Through the interviews, surveys, and research I have concluded that Polson is very lacking in intervention programs. The only program I could find was an Alcoholics Anonymous group constructed of adults.

There seems to be no programs directed toward helping youth with drug or alcohol problems.

3. Recommendations. I feel that there should be treatment centers and classes available where the youth could work with each other and trained counselors to help the youths to help themselves. This should be put together by the community because it is a community problem. Churches could also help.

4. Suggested Implementation. I would like to see churches and the community work together, get community funding and get programs started for youths in the drug and alcohol field with training or educational classes to teach the youth about their "problem". This would let them decide for themselves whether it is a problem for them, or if adults as well as other youth have decided it was a "problem" for them and in truth it isn't. I also feel the Alcoholics Anonymous meetings now in progress could and should be improved and expanded on.

# Swan River Youth Forest Camp

## FINAL REPORT

Submitted by Paul Sorenson

### INTRODUCTION

The Swan River Youth Forest Camp is a correctional institution fifty miles south of Kalispell on the Swan River State Forest. The location of the camp is isolated and it is hard to get resource people into the camp.

The camp houses an average of forty male residents. The residents at the camp range from 16 to 25 years of age and come from the Pine Hills School for Boys, Montana State Prison, and by direct court commitments. The camp is set up as a work camp and has many jobs to choose from such as kitchen, lodge janitorial crew, laundry, and maintenance for the camp. There are also forestry crews such as thinning, carpenter shop, and clerical work in the forestry office.

The task force member here is Paul Sorenson, who with the help of the camp's drug group and residents found the needs of this insitution.

#### A. EDUCATION

1. Needs Assessment. I talked with the residents and along with the questionnaires, I found that there wasn't enough information that was really all that good.

2. Problem Identification. I talked with the residents and found that they thought that there wasn't enough visual information that is really effective.

3. Recommendations. I feel that having a central library for all of Western Montana at Polson in the regional office would make it easier for the programs to get the films that would be the most effective. This would include such films as: I'll Quit Tomorrow, Psychoactive, Franchesca Baby, The Caring Community (Alcohol and Drug Abuse).

I also feel that having a professional person come in to give a course to the staff at the camp on how to understand the feelings and the problems that come with the use and abuse of alcohol and drugs, would be beneficial. I feel that this would give the counselors and the residents a better relationship and that the residents would find it easier to talk more freely about the problems that they are having.

## B. INTERVENTION

1. Needs Assessment. I talked with the residents, and with the use of the questionnaires, identified the problem.

2. Problem Identification. I spoke with the residents and found that there wasn't any information that deals with the youth who are already identified as having a problem because of alcohol or drug abuse. Many thought that films would be the most effective way of letting the youth know how to deal with the problem.

3. Recommendations. I feel that having a central film library would be very effective to all the programs in the western part of the state. I believe that the film, The Caring Community, is a good way to let the youth know how to deal with the problem and that with a film such as this, there is a greater chance of helping the chemically dependent person. This film deals with problem identification, over-coming a chemical dependency, understanding the problem--and finding ways to overcome it without the use of drugs or alcohol, and finding a new way of life.



Mineral County

FINAL REPORT

Submitted by Mark Magone

Mineral County is situated in a mountainous region where approximately 95% of the land is heavily timbered. It is a long and slender county, stretching from Missoula County to the Idaho border. The three major communities are seated in the valley that contains the Clark Fork River. These communities are socially similar, while industrially different, for each has a different supporting industry. The first being Alberton, its major industry is railroading. The second is St. Regis, its industry being the highway. The third is the county seat, Superior. It has the mixture of highway, railroad, millworkers, forestry, and seasonal tourists. Even with this difference in these communities they all have one major similar problem, alcohol.

In my research that I conducted in this county I found surprisingly a lack of up-to-date information. All of the information I found was mediocre but I felt that it wasn't up to date and it didn't catch the interest of the youth. Also I found that the information is mainly pertaining to drugs other than alcohol. The other major problem is that the information on alcohol (put out by Alcoholics Anonymous) is not in the schools, however, it is in a rack right outside of the Sheriff's office. Even then, the only information for youths is for relatives of alcoholics. I also circulated 16 adult questionnaires and 9 youth. On these I found that a majority of the people I interviewed also felt that alcohol was the major problem. These questionnaires went to a cross section of the people in Superior. I feel that in prevention and education

these types of questionnaires are very helpful in finding out the best people of the area to be involved in a community youth program.

As for Intervention, about all I know about this is that an Alcoholics Anonymous meeting is held once weekly in Superior.

Ravalli County  
SUMMARY OF NEEDS

John Magee

The method used for determining what the main problem with substance abuse was in the Hamilton area was through a survey of adults and youths. Twenty adults filled out the questionnaires. Generally, adults see alcohol as a greater problem among youth than other drugs. They seemed to feel that alcohol was too easily available to youth. Some of the adults felt that a lot of the problem had to do with examples set by parents. Most of the adults surveyed said they would know where to refer a youth with an alcohol or drug problem.

Most adults thought it would be good to start prevention programs in the schools, as long as they were unbiased and backed up by research. Others felt the police and parents were primarily responsible.

In general, many adults thought it was up to an individual to make a decision about use of alcohol and drugs.

As part of the survey done in Hamilton, twenty youths also completed questionnaires. Again, alcohol was seen as a bigger problem than drugs. When asked to what extent it was a problem, concerns centered largely around getting busted and damaging health.

The majority of youth did not feel there was enough information about alcohol and drugs that was up-to-date and truthful. They would like to have more information available to them.

Most youth responding to the questionnaire did not feel they had a problem with drugs or alcohol, but felt they would know where to go if they did need help.

"I think that our school does have a problem with alcohol and drugs. I don't know why the students like to drink, I guess it is because they do like to show off for each other. I do think they shouldn't even have a place for the students to smoke -- it makes the school look bad. They should enforce it, have undercover agents, the penalty should be stiffened. They really don't realize that what they are doing is bad until it is too late." (Senior)

"I think that alcohol is O.K. as long as you don't drink and drive. Pot is far out and sometimes a bad trip. Like I had two bowls of pot once and I couldn't make out a T.V. program. It was like I wasn't there." (Junior)

"I think it is getting pretty bad, when kids come to school drunk, or stoned or after lunch hours. I could see a couple of beers on the weekend, but during school! Drugs seem to be getting pretty bad, someone is always trying to sell some." (Freshman)

A limited number of copies of this report are available free from the Child and Youth Development Bureau, Department of Social and Rehabilitation Services, P. O. Box 4210, Helena, Montana 59601.

Also available upon request are copies of survey instruments and responses, reports referenced in the text, the contract between the Bureau and the Drug and Alcohol Division and minutes of regional and state meetings.



